Civil Service Journal

Vol. 7 No. 1 July-September 1966

FIRST VISITORS to the Nation's first Federal Information Center.

(See *Worth Noting.*)

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Worth Noting

CODIFICATION OF GOVERNMENT PERSONNEL LEGISLATION became a fact on September 6, 1966, when President Johnson signed into law P.L. 89–554. "For the first time," the President said, "we can have a clear and well-defined picture of all our laws affecting training, pay, vacations and sick leave, employees insurance, and all the other matters so important to Government employees and their families . . . . Chairman Macy tells me that in his nearly 25 years in the Federal Government, he has seen no better example of wholehearted cooperation among all the many agencies which worked on this project. That includes the Civil Service Commission itself, every one of our departments and agencies, and the capable staffs and members of both the House and Senate Committees on the Judiciary."

Eleven years of painstaking legal work have eliminated what the President called "the overlap, the duplication, the inconsistencies, and the double exposures" of the numerous civil service laws passed since the Revised Statutes of 1874 and the Civil Service Act of 1883. From now on, references will be made to sections of "Title 5, U.S. Code," instead of to former separate acts.

THE YOUTH OPPORTUNITY CAMPAIGN this past summer resulted in more than one million young Americans at work who otherwise would have been without summer jobs. Federal installations reported hiring 47,917 YOC employees by June 30, and expected to hire 5,028 more before the end of summer. Vice President Humphrey, Chairman of the President's Youth Opportunity Campaign, asked CSC Chairman John W. Macy, Jr., to pass along his congratulations and thanks to the "many thousands of Federal workers" who "labored diligently" to make the program a success in the Federal service.

(Continued—See Inside Back Cover)

COVER PHOTO

BETTER SERVICE TO THE PUBLIC—cover photo shows first visitors, Mr. and Mrs. Hugh E. Alexander and daughter, to the Nation's first Federal Information Center which opened in Atlanta, Ga., on July 11. The pilot Center, operated by the General Services Administration, provides information to the public on all Federal activities in the area. Experience gained here will be applied to the planning of similar centers in other metropolitan areas. These "where-to-turn" centers (as President Johnson termed them) will open new channels of communication between the Government and citizens, and are part of the President's program for improving service to the public.

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Equal Employment Opportunity:

We Must Not Settle for Less

by ANTHONY M. RACHAL, Jr.
Special Assistant to the Chairman
for Equal Employment Opportunity
U.S. Civil Service Commission

MR. RACHAL confers with CSC Chairman John W. Macy, Jr., concerning direction of the EEO program. The Commission's new EEO responsibilities require increased coordination with agencies and with a wide range of professional, employee, veteran, and civil rights organizations.

WORKING AT THE HUB of the Government's new equal employment opportunity program is the most satisfying but frustrating assignment I have experienced. It has been satisfying because of the solid progress made in the brief time since President Johnson set the goal of equal opportunity as a fact and a reality, and because the imaginative program developed by the Civil Service Commission guarantees greater gains for the future. Yet it has been frustrating because progress has been slower than I had hoped it would be, and because some stubborn obstacles to full realization of the program's goal remain.

Perhaps I expected too much too soon when President Johnson signed Executive Order 11246 in September 1965, and decreed that the Federal Government itself would become a showcase of equal opportunity and a model for other employers. When Chairman Macy offered me the opportunity to serve as his special assistant for the new program, I accepted with eagerness and enthusiasm. I had been impressed by the bold blueprint for the new program he had outlined in his Atlanta speech [1] in November 1965, and I was anxious to join the team that had been given such a challenging assignment.

I was further encouraged by the Commission-wide commitment of resources to implementing the program and by the personal interest and involvement of Commission officials and key staff. The Government-wide regulations we developed in the Commission established a solid foundation and strong guidelines for agency action programs. We followed with criteria for inspection of agency programs that provide an excellent means for measuring progress and pinpointing problem areas requiring remedial action. The thorough review of the employment system undertaken by the Commission to assure that it contains no built-in barriers to equality of opportunity was another encouraging sign. These and other early developments fed the fires of my impatience and expectancy of impressive immediate gains.

However, I did not fully reckon with the realities of the size, diversity, and dispersion of the Federal establishment, nor with the time it takes to develop and implement agency action plans and to assure that everyone at every level of responsibility gets the word.

Now I don't mean to imply that considerable progress has not been made. An objective observer would undoubtedly conclude that progress to date has been reasonably good. He would also very probably point to some achievements as representing much more than would have been expected at this stage, while citing some deficiencies that need attention.

I will try to put the program in perspective as such an objective observer might—spotlighting the strengths and weaknesses, and suggesting where Federal managers at different levels of responsibility need to fix their attention and take further action.

IN BLUEPRINTING the new program in his talk to business leaders, college presidents, and Federal officials in Atlanta last year, Mr. Macy listed five basic areas for action by the Commission and the executive departments and agencies—

1. A renewed attack on prejudice itself, with the goal of eradicating the last vestige from the Federal service.
2. A thorough examination of the entire employment system to assure that it contains no artificial bar-

[1] REPRINTED in *Civil Service Journal*, October–December 1965, pages 2–5.

riers to entry and advancement of qualified minority-group members.

3. A new emphasis on training and upgrading the skills of employees already on the rolls to assure qualified minority employees full opportunity to enter all occupations, organizational units, levels of responsibility, and geographic areas.
4. Increased participation of Federal officials in community activities that affect employability to improve employment opportunities for the disadvantaged.
5. New approaches to administration of the Government's efforts to achieve equality of opportunity for employment.

Taking these five in order, I would point out that the problem of eliminating the last vestige of prejudice in our widely dispersed work force of more than 2½ million presents the highest hurdle and will take longest to clear. Prejudice may be so ingrained in some employees that the "last vestige" will be removed only when they leave the service. However, I am sure we have made much progress among the great mass of employees, and that we can make much more.

But there remains a big job of education and of altering attitudes. It will not be completed easily, but we have made a good start in the Federal service. The President's statement of objectives and the need for employees at all levels to work toward the goal have been widely publicized. Every cabinet officer and agency head has underscored and endorsed the President's call in issuances to all employees. Pamphlets have been widely distributed, posters prominently placed at worksites throughout the Federal service. By now, everyone knows the policy and the President's determination that it will be carried out.

These communications have helped to create a climate of understanding and acceptance of the policy and program. But more than pronouncements and publications are needed. We also need to develop a dialogue in depth. We must go beyond the messages from the top and stimulate a two-way flow in communication channels. We need to make middle and line managers effective on-the-job communicators and to get employees and employee organizations constructively involved in discussing the program's objectives and how they can be achieved. We shouldn't just talk *at* employees; we need to talk *with* them. We should cultivate their understanding of the why as well as the what of the program. If there seems to be strong worksite resistance, we have to learn why it exists and take steps to overcome it.

For example, we know that some managers think the program calls for setting quotas for employment and promotion of minority personnel—that the new policy is, in effect, discrimination-in-reverse. If some managers mistakenly believe this, it follows that employees do, too.

MR. RACHAL consults frequently with agency EEO officers and their deputies. Here he discusses program results with Miss Irene Parsons, Equal Employment Opportunity Officer (as well as Assistant Administrator for Personnel) for the Veterans Administration.

If we can make the facts plain to all hands, that in itself would be progress.

Let me make this point unmistakably clear: the program *does not* call for establishing numerical or percentage goals for placement or promotion of minority group members; in fact, this is prohibited. Nor does the program encourage or permit the placement of people in jobs for which they are not qualified. These are facts that everyone needs to understand.

Another point that still seems to require clarification is that the program is not concerned with assuring opportunities exclusively for Negroes; it is designed to assure full and equal opportunity for *all*—Spanish-Americans, American Indians, Jews, Negroes, etc. As a matter of fact, many who are not members of any minority groups will benefit from the program, since it is designed to provide equality of opportunity regardless of race, creed, color, religion, national origin, or other irrelevant factors.

Obviously one of the most effective educational methods is teaching by example. The experience of working with minority employees can teach more than all the preachments and publications we can put before our workers. When workers actually have the experience of working side by side with minority employees, they have learned that their preconceived prejudices were unfounded.

Another effective educational method is discipline. Where there is clear evidence of deliberate program sabotage, we need to see that direct disciplinary action is taken.

THE SECOND MAJOR action area, reexamination of the employment system to make sure there are no built-in barriers to equal opportunity, has seen some significant advances. For example, we have established additional trainee-level positions in several occupations, including grade GS–1 jobs of biological technician, dental assistant, typist, and library assistant. This not only

AUTHOR (second from right) is a regular participant at meetings of the Commission's Inter-bureau EEO Committee. The committee helps coordinate the work of the Commission's bureaus and offices in furthering the EEO program throughout the Government.

opens opportunities for the disadvantaged of all races who lack the experience or training to qualify at higher levels, it also helps to meet our manpower needs in these areas.

Our review has brought into sharper focus the fact that written tests are not always the best method for examining qualifications for jobs. The ability to score high on a written test may not guarantee success in some jobs. So we have authorized other evaluation techniques where appropriate. For example, we are using the job-elements approach for blue-collar and some other positions. This technique identifies the essential skills required for performance of a particular job, then weighs the related experience, education, or aptitudes of applicants against these factors to evaluate their qualifications and potential for performance in the position.

We have also undertaken a 3-year experiment in connection with the Federal Service Entrance Examination to determine the correlation between high academic achievement and performance on the job. Starting this year, the written test for the FSEE, used to fill 200 kinds of professional entry level jobs each year, may be waived for college graduates with very high academic achievement—those with a 3.5 average or better, or who finish in the top ten percent of their classes. We will make a follow-up study of those who qualify on the basis of grades or class standing and compare their performance and progress in the work environment with that of others to learn to what extent high academic achievement is predictive of job success.

The experience of the American Telephone and Telegraph Co. over the past quarter century makes a strong case for this assumption. A study of 17,000 employees showed that the single "most reliable predictive indicator of a college graduate's success in the Bell System is his rank in his graduating class." Of less significance was the quality of the college attended—over half of those who ranked in the top third in "above average" colleges were in Bell's top-salary third, but "top students from average or below-average colleges have done better than average or low-ranking students from above-average colleges."

The Commission is also cooperating with the Educational Testing Service in a Ford Foundation funded study of the relationships between test performance, education, experience, and job performance of majority and minority groups.

Recognizing that familiarity with testing methods may give an advantage to some competitors and that those to whom examining procedures are unfamiliar are at a disadvantage, we are publishing pamphlets to acquaint applicants with the nature of competitive examinations, the testing situation, and the kinds of questions they will have to answer. One publication deals with tests for office assistant positions, and another is geared to the Federal Service Entrance Examination.

Another outgrowth of our review, perhaps the most significant, has been the MUST (Maximum Utilization of Skills and Training) program. John Cramer, longtime civil-service columnist for the *Washington Daily News*, called it "a go-go idea with gain for all, loss for none—an idea richly deserving of a high place in Great Society programs, for industry as well as Government."

The foundation of the program is job restructuring, stripping lower-skill duties from higher-level jobs to establish lower-grade positions for which the disadvantaged and others may qualify, while freeing professionals and other higher-level employees to spend more of their time on the most demanding and responsible work. "Everybody wins" because new opportunities open for the lesser-skilled, the higher-graded personnel produce more work at the higher level and gain greater job satisfaction, and management makes a double score for improved manpower utilization. There's an added management bonus: its recruitment problem is lessened in the increasing competition for scarce skills.

New positions resulting from restructuring need not be limited to rock-bottom positions that can be filled by people with little skill or training. The technique may be used at various levels and in many occupations. In fact, there is hardly a field in which the approach is inappropriate. For example, Dr. William H. Stewart, Surgeon General of the Public Health Service, has commented: "Year by year, our top professional personnel are being trained to perform still more complex tasks. How long can each profession afford to hang onto its simpler functions—the routine filling of a tooth, for example, or the several easily automated steps in a medical examination? How can we train the physician or dentist to make full use of the skills available in other people, freeing himself to perform only those duties for which he is uniquely qualified?"

In almost any office it would be possible to weed out nonprofessional tasks from professional jobs so that a smaller number of college-trained employees can do the same volume of highly skilled tasks. New clerk and

technician positions can be established to take over tasks removed from the professionals. Likewise, routine tasks can be stripped from technical, office, and blue-collar jobs so that a smaller number of employees can do the same amount of skilled work in these areas; then new helper, assistant, and clerk positions can be established to take over the tasks removed from more highly skilled office and blue-collar jobs.

The projections for an increasingly painful manpower pinch in the future, especially for skilled specialists, make it certain that managers will have to find such solutions to their growing manpower problems in the future.

Agency managers can move ahead right now. The Commission has published a wealth of helpful material about the MUST program and the technique. What is needed is a hard survey of jobs and the assistance of the personnel office to identify situations where job redesign would be appropriate. Coupled with the job survey, an appraisal of the installation's work force would serve to identify underutilized employees who could be assigned to or trained for the restructured helper and technician positions. The procedure probably would bring to light a rich and untapped mine of resources that have been neglected up to now.

THIS BRINGS US to the third area of Chairman Macy's blueprint—emphasis on training and upgrading skills of employees already on the rolls. As part of the MUST program, the Commission has issued a series of Federal Personnel Manual Bulletins offering suggestions and guidelines to agencies to upgrade the skills of present employees, accelerate training for new employees, and improve the quality of education of potential recruits such as those participating in work-study programs.

We have also developed several interagency training programs to help get these ideas across. They include courses on "The Role of the Federal Manager in Equal Employment Opportunity" and "Program Planning and Execution—Equal Employment Opportunity." These training programs have been packaged for presentation by CSC Regional Offices, but they are also recommended for in-house presentation by agency officials who have attended the interagency courses.

Many Federal agencies and installations have been moving forward with employee-utilization and training surveys, counseling programs, and job restructuring. However, there are indications that some field managers are not familiar with the MUST program and related projects, and that some have hesitated to initiate such projects without specific instructions and a clear go-ahead from headquarters. These basic steps take time to develop and to produce results, but they promise much progress for the future.

AUTHOR meets frequently with leaders of civil rights organizations to keep them fully informed of program results and opportunities in the Federal service and to obtain their views. Here he meets with Mr. Clarence Mitchell, Director of the Washington bureau of the National Association for the Advancement of Colored People.

IN THE FOURTH action area—increased participation in community-level efforts to improve employment opportunities—we find Federal agencies building upon foundations for cooperative activities that have been established in recent years. Here again, it takes time to develop effective working relationships and cooperative projects, but progress is being made.

We have been receiving encouraging reports on promising programs undertaken by CSC regions, Federal agencies, and Federal Executive Boards and other interagency groups. For example:

- In several Southwestern States and in New York City, where Spanish-Americans constitute a substantial part of the populace, the Commission and agencies are cooperating in concerted efforts to assure full consideration of members of the Spanish-American community. Projects have included setting up advisory councils of minority leaders, improving communication with schools and colleges to publicize and promote interest in career opportunities, and providing for career counseling of prospective applicants.
- In Boston, four agencies have pooled resources to develop and conduct joint recruitment, publicity, and community relations programs and to cooperate in exploring job-redesign possibilities.
- The Los Angeles Federal Executive Board has cooperated with the Urban League in presenting several successful career-guidance conferences for students and an institute for vocational counselors. It also assisted in establishing Federal employment information points in Watts.

In the final analysis, there is no substitute for the insight and initiative of Federal field officials who have first-hand knowledge of the problems facing Govern-

ment as an employer. They are familiar with manpower resources in the area, with local conditions affecting employability (such as education, transportation, housing, etc.), and with the local leaders and organizations with whom they can work to develop solutions to help Federal agencies meet their manpower needs.

IN THE FIFTH action area—new approaches to administration of the Government's EEO program—the Commission has constructed a firm foundation for action programs and provided the instructions and guidelines to help agencies move ahead. Agencies have now had time to become familiar with the goals, regulations, procedures, and our inspection guides. And they recognize that our inspections and followups will carefully appraise program progress, spotlight any weaknesses, and require remedial action where necessary.

Two recent developments serve to underscore this latter point.

1. *On-Site Surveys.* An intensive study by the Commission and agency representatives of a number of installations in an area with a large concentration of Federal employment found that some progress had been made but that there were generally prevalent program deficiencies. The report identified specific weak spots and instructed agencies to take remedial action in a number of areas, including:

- Making systematic in-depth reviews of equal opportunity programs, including analyses of employment of minority members by occupation and organization elements to find out what has blocked progress, and taking action to overcome these blockages.
- Undertaking more vigorous recruiting efforts to reach qualified minority members in the labor market and in educational institutions.
- Identifying underutilized employees and assuring that they receive genuine consideration for advancement.
- Developing programs to provide training and advancement opportunities for employees in dead-end jobs, and redesigning jobs to give disadvantaged persons better opportunities to enter Federal service.
- Assuring that training courses for supervisory personnel emphasize and make clear their responsibility for furthering equal employment opportunity for all.
- Assuring that top management keeps informed on program progress and takes timely action to remedy deficiencies.

The Commission has scheduled similar intensive on-site reviews for other localities throughout the country in the coming months.

2. *Critique on Action Plans.* In our review of agency action plans, we found shortcomings in some plans and called for improvements. A number lacked a systematic approach to assessing the equal employment opportunity situation, establishing objectives, and obtaining feedback. We pointed out that agency action plans must set realistic objectives, establish target dates for their accomplishment, and provide for followup on performance at lower echelons. We called on agencies to review their programs and take immediate steps to assure that they meet all requirements of CSC instructions and guidelines.

The new Government-wide EEO program includes a strengthened system for consideration of complaints of discrimination by employees, applicants, or other interested parties. The new approach not only requires agencies to make a thorough inquiry into the complaint and accord a full hearing to the complainant, it also requires that agencies go beyond the individual case at hand and determine if there is evidence of a pattern of discrimination in the organization involved. In addition, if the complainant is dissatisfied with the agency's disposition of his complaint, he may appeal to the Commission. If the Commission finds the complaint has substance, it will require appropriate remedial action by the agency.

Overall, the Government's new program for equal employment opportunity is nearing the end of its first phase—getting geared up and getting the word to all who have responsibility for it. Although we have a long way to go before the goal is reached, there is clear evidence that we are making real progress. As Chairman Macy observed in Atlanta, we do not expect "instant" results. We must build upon the experience and achievements of recent years in which progress has been significant. Further gains will come from hard, grinding *basic* steps aimed at identifying and altering practices that have served to block true equality of opportunity for all American citizens.

WE HAVE THE AUTHORITY and the machinery to achieve the goal of equal opportunity as a fact and reality in the Federal service. The President expects each manager to do his part.

"With your help," he declared in his March 17, 1966, address to top Federal officials, "I want this administration to be recognized as the one in which we finally achieve full and equal opportunity for persons of every race, color, creed, and nationality in every part of the United States Government. . . . With your leadership and your personal commitment to this objective, I have high confidence and great hope that we can build a government where talent and energy and integrity will prevail and where discrimination will not."

We must assure that the goal of equal opportunity for all is achieved. We must not settle for less.

Report on a survey of the environmental values of Federal scientists and engineers

What Environment —FOR WHOM?

by GEORGE E. AUMAN, *Executive Secretary*
Standing Committee of the Federal Council for Science and Technology

THESE ARE DAYS of increased interest in the scientist. In what he thinks and what he does. In what he's like and what he likes.

Scientists and engineers, together with technologists, are changing our lives at an incredibly rapid rate. To the man on the street they are indeed very important people. They are developing the knowledge and technology our Nation needs for its well-being, security, and progress.

In the forefront is the Federal Government's *own corps* of scientists and engineers, many of whom are the leaders and pioneers in their fields. Their efforts range all the way from plumbing the depths of the oceans to exploring the universe.

The Government is highly involved in science and engineering and is firmly committed to securing its blessings to enrich the quality of our lives.

It follows, then, that the most important single factor influencing the success of the Government's scientific activities is the *quality* of its own scientific and engineering personnel. It also follows that the Government's role in performing and supporting the Nation's scientific activities requires the continuing ability to attract and retain large numbers of outstandingly competent and creative personnel.

MR. AUMAN is Assistant to Dr. Allen V. Astin, Director of the National Bureau of Standards. Dr. Astin also serves as Chairman of the Standing Committee of the Federal Council for Science and Technology.

The Government *is* concerned with these matters and has been for some time.

Our planners and science administrators must know the answers to these questions—

- what kind of working environment is important to Federal scientists and engineers?
- what is the relative importance to them of various environmental features, such as position title, salary, organizational structure, security controls, patent rights, work latitude, skills utilization, etc.?
- how satisfied are scientists and engineers with the extent to which these features—that is, their own environmental needs—are provided in their Federal employment?

The Standing Committee of the Federal Council for Science and Technology has been trying to find answers to these questions—for they obviously have a *vital* bearing on the course of our Nation's science and technology programs. Since the beginning of the 1960's, the Committee has been studying, analyzing, and making recommendations in this crucial area.

This article reports on the Committee's latest survey—a survey in which Government scientists and engineers were asked to evaluate the importance *to them* of certain environmental features.

PREPARATION

During 1965 the Committee queried 1,025 scientists and engineers in 17 representative Federal laboratories concerning the importance of 51 carefully selected environmental features and the individual's satisfaction with provision of these features in the Federal service. However, a great deal of preliminary work preceded the survey.

The 51 environmental features were gleaned from previous surveys and studies, from the literature, and from discussions with knowledgeable scientists and laboratory managers. These items were incorporated into a questionnaire. As a preliminary step, two versions of the questionnaire were tested in March 1964 on a sample of some 300 scientists and engineers in five laboratories located primarily in the Washington, D.C., area.

While it had been expected that there would be differences of opinion regarding the various items, the variations were considerably greater than expected. Practically every item on the questionnaire was identified as being *one of the five most important items* by some respondents and as being *one of the five least important items* by others. This fact clearly indicated the need for carefully drawn samples and for caution and study in trying to determine the situation across agency lines or in various groups of scientists and engineers.

As a result of the 1964 pretest, a sample was drawn that would be representative of the Federal R. & D. community and would also provide information about various subgroups of the surveyed population. To assure sampling of specific disciplines as well as laboratories, each of the 17 selected laboratories was requested to draw a sample of approximately 60 professionals from within a discipline specified by the Committee. Selection of persons from within the discipline was then made on a random basis.

At least two sample groups covering every category were included to provide cross-checks for consistency. Medical scientists were the only group for which less than two full samples were obtained. The approximate percentages by discipline in the total sample were: engineers, 36 percent; physical scientists, 22 percent; biological scientists, 24 percent; behavioral scientists, 11 percent; and medical scientists, 7 percent.

Laboratories were selected to represent (1) each Federal agency having major R. & D. inhouse activities, (2) various locations throughout the country, (3) laboratories engaged primarily in development as well as those primarily doing research, and (4) laboratories ranging in size from less than 15 professional staff members to over 1,000.

THE SURVEY

Participants within individual laboratories and disciplines were selected at random and their replies were tabulated according to educational level, professional experience, grade level, and type of work. Among the respondents, approximately one-third were persons at the Ph. D. level, slightly over half were in grades GS–12 and lower, 60 percent said they were engaged in research as contrasted to development, one-fifth were from relatively small laboratories having less than 200 professionals, and three-fourths were from laboratories outside the Washington, D.C., area.

The questionnaire asked respondents to check whether each of 51 different environmental factors was of major, moderate, or minor importance or of no concern, and whether they were very well satisfied, satisfied, or dissatisfied with its provision in their environment. This permitted an independent reaction to each item. Respondents were instructed to indicate their personal feelings—*not* what they thought the answer might be for scientists and engineers in general.

At the end of the 51 items, each respondent was asked to identify the five *most important* and five *least important* to him of all 51 factors. This forced the person to choose among the 51. Chart 1 indicates the *10 most important* and the *10 least important* items of all 51 as determined by the net frequency of their selection as one of the top or bottom five.

A look at the 10 most important of the 51 items indicates high interest in three areas. These are professional values, appropriate and equitable pay and recognition, and adequate on-the-job support.

Professional Values

Items relating to professional values ranked first, third, and seventh on the scale of 51. These items were: "I should have the opportunity to work on creative challenging projects," "I should be given work that utilizes my skills and abilities to a maximum," and "I should be given latitude as to choice of work and manner of doing it with a minimum of direct supervision."

The first two items ranked uniformly high among all subgroups. The third item on work latitude and supervision ranked high with most groups; however, among persons not working on research and among engineers, it ranked 19th and 23d, respectively. An additional item relating to professional values—"I want to work at an organization which is professionally respected"—ranked 11th for all respondents.

From the survey it appears that Federal laboratories are doing a relatively good job of providing professional satisfaction. The percentages of total respondents expressing dissatisfaction with these items were 15 percent, 19 percent, and 7 percent, respectively. These are generally lower rates of dissatisfaction than were indicated for other important items. In regard to working for an organization which is professionally respected, 86 percent of all respondents indicated they were either satisfied or very well satisfied.

Pay and Recognition

Items concerning promotion restrictions and equitable pay ranked 2d, 4th, 8th, and 10th in order of overall importance. These were: "I should be able to advance without such restrictions as ceiling limitations, hierarchical structure, time in grade (etc.)," "My salary should be comparable to that paid a scientist or engineer who is doing similar work in private industry," "Pay should be principally related to indvidual performance," and "My salary should be the same as that paid other Federal scientists of equal ability and accomplishment."

The items on pay are interesting in showing where the competition lies. Although the importance of salary comparability with industry ranked 4th overall, it ranked 21st among those with Ph. D. degrees and 30th among professionals in the behavioral sciences. Conversely, salary comparability with universities ranked only 36th

RANKING OF TEN MOST IMPORTANT AND TEN LEAST IMPORTANT FACTORS

Rank Order	
1	I should have the opportunity to work on creative challenging projects.
2	I should be able to advance without such restrictions as ceiling limitations, hierarchical structure, time in grade.
3	I should be given work that utilizes my skills and abilities to a maximum.
4	My salary should be comparable to that paid a scientist or engineer who is doing similar work in private industry.
5	Management should know enough about scientific work to provide conditions which permit productive work.
6	I should have adequate technical assistance.
7	I should be given latitude as to choice of work and manner of doing it with a minimum of direct supervision.
8	Pay should be principally related to individual performance.
9	My work should be adequately funded.
10	My salary should be the same as that paid other Federal scientists of equal ability and accomplishment.
42	Sabbatical leave at full pay should be granted for such professional pursuits as travel, research, and writing.
43	My job should provide opportunities to consult, lecture, and teach.
44	I should be allowed to use job time to help in activities of professional societies which are related to my field.
45	Security controls should be minimal.
46	I should be permitted to retain consulting fees and honoraria earned while I am on annual leave, or outside of working hours.
47	Senior scientists, when recruiting, should have authority to make on-the-spot commitments.
48	Position classification titles should clearly distinguish scientists and engineers from other civil service employees.
49	The title of my position should be significant and meaningful.
50	A probationary period of more than one year should be required before an incumbent achieves tenure.
51	I should be permitted to retain some patent rights to inventions made through my government research.

CHART 1

overall, but was ranked 11th by respondents with Ph. D's and 4th by medical scientists.

The satisfaction of Federal scientists and engineers with regard to equitable pay and advancement is *distinctly low*. Dissatisfaction with such matters as ceiling limitations, hierarchical structure, and time-in-grade requirements was expressed by 56 percent of all respondents and by 70 percent in three laboratories. Among the disciplines, 63 percent of the engineers, 63 percent of the behavioral scientists, and 60 percent of the physical scientists in the survey said conditions with regard to restrictions on advancement were unsatisfactory.

Fulfillment of the statement that "My salary should be comparable to that paid a scientist or engineer who is doing similar work in private industry" was rated unsatisfactory by 34 percent of all respondents, by 45 percent of the behavioral scientists, and by 54 percent of the medical scientists. A look at the pattern of satisfaction by GS grade level indicates the greatest discontent existing at the lowest and highest grades—44 percent at grades 5 to 9, 43 percent at grades 16 to 18, and approximately 30 percent for those in between. Industrial salaries are often higher than Government salaries for beginning scientists and engineers. Once persons are within the Government, discontent is minimal while they are advancing through the middle grades. At higher levels the disparity again becomes more evident and dissatisfaction begins anew.

Considerable dissatisfaction was expressed by Federal scientists in regard to fulfillment of the statement that "Pay should be principally related to individual performance." One-third of all respondents said that present conditions were unsatisfactory. In some laboratories this feeling was expressed by 50 percent, 48 percent, 46 percent, and 44 percent of the respondents. Considered with the reaction to ceiling limitations and other strictures, there seems to be a need for increased flexibility and improved administration of Federal salary policies and practice. A fifth item, "There should be flexibility and ease in rewarding competent personnel through pay and status," though not among the top 10, was rated 14th in order of importance.

"My salary should be the same as that paid other Federal scientists of equal ability and accomplishment" was voted unsatisfactory by 26 percent of all respondents. Among the disciplines, behavioral scientists feel much worse off (32 percent dissatisfied) than medical scientists (16 percent dissatisfied).

On-the-Job Support

Items ranked fifth, sixth, and ninth in order of importance seemed to be related generally to the matter of adequate on-the-job support. These were: "Management should know enough about scientific work to provide conditions which permit productive work," "I should have adequate technical assistance," and "My work should be adequately funded." Two other items in this category, "Equipment needed in my work should be adequate," and "Library resources should be adequate," ranked 13th and 19th out of 51. Interestingly, the statement, "I should have adequate clerical assistance," ranked 30th.

"Management should know enough about scientific work to provide conditions which permit productive work" was rated as being unsatisfactorily fulfilled by 34 percent of all respondents. In five of the military laboratories, dissatisfaction with this feature ranged from 45 percent to 56 percent. Within the disciplines, dissatisfaction was highest among engineers (39 percent) and physical scientists (34 percent).

The provision of technical assistance was rated as unsatisfactory by 36 percent of all respondents, by 42 percent of the biological scientists, 40 percent of the physical scientists, and 40 percent of persons engaged primarily in research. Significantly for management, among individual laboratories, dissatisfaction ranged from lows of 17 percent and 18 percent to highs of 52 percent, 54 percent, and 61 percent.

Funding was unsatisfactory to only 18 percent of the total sample, varying from as low as 6 percent in some laboratories to as high as 37 percent in one. Among the disciplines, medical scientists were quite pleased with funding (only 7 percent dissatisfied), while biological scientists were not (25 percent dissatisfied).

For the total sample, satisfaction with equipment and library services was relatively high, dissatisfaction being expressed by 14 percent and 12 percent, respectively. However, dissatisfaction with one or both of the items was expressed by up to 38 percent of the respondents in three individual laboratories.

Comments About Low Importance Features

A close look at the items chosen most often as least important of the 51 is informative in placing some frequently heard concerns in their proper context. For example, the retention of individual rights to patents was ranked 51st by the total group and no higher than 43d by any of the subgroups which were analyzed.

The importance of lengthening the probationary period to more than a year was generally ranked low. However, analysis by subgroups is revealing for this item. Among those in grades GS–5 through 12, 43 percent thought that this was of considerable or major importance. Among grades 13 through 15 the percentage rose to 55, and at grades 16 and higher to 64. Comments suggesting that a probationary period longer than 1 year is needed to evaluate R. & D. personnel have been received by the Standing Committee of the Federal Council on numerous occasions.

A remark frequently heard at meetings of Federal scientists and engineers is that professional personnel should be differentiated from other employees, perhaps by a sys-

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tem similar to the former "P" (for Professional) classification series. Quantitatively, however, two items used to evaluate the importance of this feature ranked 48th and 49th. These were: "Position classification titles should clearly distinguish scientists and engineers from other civil service employees," and "The title of my position should be significant and meaningful." They ranked consistently low among every subgroup in the sample.

Concern with security controls was a major topic with scientists a decade or more ago. This item ranked 45th in order of importance and was rated unsatisfactory by only 7 percent of all respondents.

An analysis of reactions to the importance of sabbatical leave is also interesting. This feature ranked 42d in order of importance for the total sample. However, for medical scientists, respondents with Ph. D.'s or M.D.'s, and behavioral scientists, it ranked 16th, 18th, and 26th, respectively.

Distinctive Subgroup Patterns

A detailed study of work needs and interests indicates the existence of distinctive patterns for different subgroups. It follows that if management seeks to improve certain environmental factors, it needs to *delineate carefully* the principal characteristics of the persons it wishes to affect.

Respondents to the questionnaire were classified as being in one of five scientific disciplines. These were the medical, behavioral, biological and physical sciences, and engineering. This order of listing corresponds to the relative alignment of persons in these disciplines with regard to their feelings as to the importance of most environmental features. The disciplines aligned themselves in this exact order in 16 cases out of 51, and in the same order, except for one, in 21 cases out of the remaining 35.

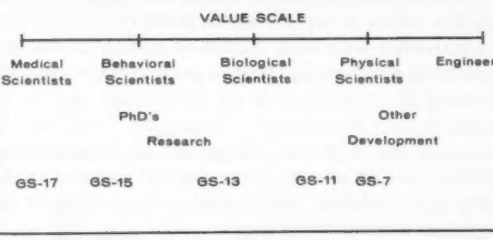
What the above implies is that *environmentally* one can treat engineers and physical scientists somewhat the same, or medical and behavioral scientists somewhat the same—but *not* medical scientists and engineers. The differences become less pronounced as the subgroups fall alongside each other on the value scale (see Chart 2).

Apart from discipline, there are subgroup characteristics that seem to go together. The situation is illustrated conceptually in Chart 2. For the *discipline, educational level,* and *type of work* subgroups, the general relationships shown in the chart were clearly demonstrated with regard to 35 environmental items. The precise grade-level relationship to the other subgroups occurred slightly less often—in 25 cases.

The chart shows that many environmental values are common to medical and behavioral scientists, persons with Ph. D.'s, persons engaged in research and, to a lesser extent, persons in the higher grades. The environmental reactions of engineers, physical scientists, persons having less than a Ph. D., persons engaged in developmental and other work, and persons in the lower grades are also similar to each other but different from those of the subgroups on the left end of the scale.

CHART 2

RECURRING SUBGROUP RELATIONSHIPS



Engineers, physical scientists, persons with less than a Ph. D., and persons in the lower grades give relatively higher ratings to such items as: "A career development program should be available to help me advance," and "I should have the opportunity to continue my formal professional education." These are values related to the needs of many individuals in these groups. They are naturally less important to persons already in the higher grades, persons with Ph. D.'s, and medical scientists having many years of education and internships behind them. Persons in the latter group assigned more importance to the following types of items: "I should have opportunity and freedom to publish under my own name," "I should have adequate clerical assistance," "I should be reimbursed fully for such job-related expenses as attendance at professional meetings and travel."

IT SHOULD SURPRISE no one to learn that Federal scientists and engineers react *individually* to the relative importance of environmental features and to their own satisfactions and dissatisfactions with these features. However, for administrative and program planning purposes, it is important to note that the survey identified distinctive value patterns associated with specific subgroups. This strongly indicates that planned improvements in the Federal environment for scientists and engineers should not be across the board, but rather should be tailored to the characteristics of specific subgroups.

General managers and science administrators should also note that values expressed by respondents generally varied *more* between individual laboratories than between other subgroups. This offers both a challenge and an opportunity to agencies and laboratory directors to assess their own situations and to undertake tailor-made improvements. To assist in this endeavor, the Federal Council for Science and Technology has developed questionnaires and analytical techniques and will make them available upon request.

[See listing of environmental features on next page.]

THE 51 ENVIRONMENTAL FEATURES

Questionnaire for Scientists and Engineers

Note.—Each respondent was asked to consider each feature, its importance to him (major, moderate, minor, of no consequence), and to so indicate by putting an X in the appropriate box. Then he was asked to evaluate the extent to which his present employment provides this feature (very satisfactory, satisfactory, unsatisfactory, and not applicable).

1. My salary should be comparable to that paid a scientist or engineer who is doing similar work in private industry.
2. My salary should be comparable to that paid a scientist or engineer who is doing similar work in a university.
3. My salary should be the same as that paid other Federal scientists of equal ability and accomplishment.
4. Pay should be principally related to individual performance.
5. I should be permitted to retain consulting fees and honoraria earned while I am on annual leave, or outside of working hours.
6. I should be permitted to retain some patent rights to inventions made through my Government research.
7. I should be able to advance without such restrictions as ceiling limitations, hierarchical structure, time in grade.
8. A career development program should be available to help me advance.
9. I should be reimbursed fully for such job related expenses as attendance at professional meetings and travel.
10. Management should know enough about scientific work to provide conditions which permit productive work.
11. The top research director should be a first-rate scientist or engineer.
12. The top research director should be an able and proven administrator.
13. Intermediate laboratory managers and supervisors should be competent in administration.
14. Intermediate laboratory managers and supervisors should be competent in technical skills.
15. I should be given latitude as to choice of work and manner of doing it with a minimum of direct supervision.
16. I should be relatively independent from my chief but have easy contact with him.
17. I should be treated more as a colleague than as a subordinate by my supervisor.
18. There should be two-way communication between laboratory management and professional employees to keep research consistent with organizational goals.
19. The title of my position should be significant and meaningful.
20. The number of administrative and review levels should be kept to a minimum.
21. Lines of authority and responsibility should be clearly fixed.
22. Administrative restrictions should be kept at a minimum.
23. Individual achievements should be given appropriate and discriminating official recognition.
24. Position classification titles should clearly distinguish scientists and engineers from other civil service employees.
25. I should have opportunity to participate in the formulation of R. & D. policies and objectives.
26. I should have the opportunity to work on creative challenging projects.
27. I should be given work that utilizes my skills and abilities to a maximum.
28. I should work in an environment which provides frequent opportunities for professional association with eminent scientific colleagues.
29. My job should provide opportunities to consult, lecture, and teach.
30. The Federal personnel system should provide job security.
31. A probationary period of more than 1 year should be required before an incumbent achieves tenure.
32. I should be allowed to use job time to help in activities of professional societies which are related to my field.
33. I should have the opportunity to continue my formal professional education.
34. I should be reimbursed for courses relating to my work.
35. Sabbatical leave at full pay should be granted for such professional pursuits as travel, research, and writing.
36. I should have adequate technical assistance.
37. I should have adequate clerical assistance.
38. My work should be adequately funded.
39. Space should be adequate.
40. Equipment needed in my work should be adequate.
41. Library resources should be adequate.
42. I should be free to adapt my working hours to the project needs.
43. There should be a liberal leave system.
44. Senior scientists, when recruiting, should have authority to make on-the-spot commitments.
45. There should be flexibility and ease in rewarding competent personnel through pay and status.
46. There should be an efficient method to terminate or transfer marginal employees.
47. Security controls should be minimal.
48. There should be protection from political pressures.
49. I want to work at an organization which is professionally respected.
50. I should have freedom and opportunity to publish under my own name.
51. I should have opportunity for awards and recognition outside my immediate organization.
52. After checking all Items 1 through 51, please indicate below the 5 that you consider to be the *most important* and the 5 that you consider to be the *least important*.

The President's reorganization of the Bureau of Customs proves again that

People Make A Government

by ARTHUR SETTEL
Special Assistant for Public Information
Bureau of Customs
Department of the Treasury

A BOOM IN international travel has necessitated a streamlined Customs Service. Here, Customs Inspectors examine the baggage of travelers entering the U.S. to determine if their customs exemptions have been exceeded, and to insure that no restricted items such as narcotics, gold, harmful insects, etc., are brought into this country.

ON MARCH 21, 1965, PRESIDENT JOHNSON announced that he would submit to the Congress Reorganization Plan No. 1 of 1965 to reshape and modernize the Bureau of Customs. This was to be the first step in an extensive modernization of the executive branch.

I would like to trace the background of the President's announcement and then describe the events which followed. In so doing, I hope the *Journal* reader will gain an appreciation of our *new* efficiency as well as increased appreciation of that "old commodity"—the career civil servant.

FOR YEARS THE TREASURY DEPARTMENT has had the reputation for setting the economy tone in Government. For the Bureau of Customs, this has meant a succession of across-the-board budget cuts where there simply was no fat to trim. Customs personnel have had to make do while believing that someday recognition would come, that savings *per se* were not the aim, but that efficiency of operation was the objective.

That time came when former Secretary of the Treasury Douglas Dillon, testifying before the House Appropriations Committee early in February 1965, said:

> "It is my judgment that, except for the special case of the Secret Service, the Bureau of Customs is far and away the most seriously understaffed of any bureau in Treasury."

Secretary Dillon based this statement on these staggering figures:

(1) In 1945, Customs revenue aggregated $358 million. In 1965, Customs revenue soared to $2,062,000,000—an increase of 478 percent.

(2) The number of Customs "entries" (required for imports of merchandise from foreign countries) in 1945 totaled 2,747,000. These increased in 1965 by 301 percent to 11,009,000.

(3) The number of persons arriving in the United States and clearing Customs numbered 59 million in 1945. This increased by 207 percent to 181 million in 1965.

(4) Customs personnel strength has increased by 4 percent since 1945 when it reported 8,466 persons on its payroll. In 1965, the number of full-time career employees was 8,789 persons (plus temporary seasonal help).

Because of this explosive expansion in international travel without compensating manpower increases, Secretary Dillon had already, in 1963, called for a thoroughgoing evaluation of the mission, organization, and management of the Bureau of Customs. A survey group, headed by James H. Stover (then of the Treasury Department and now Regional Commissioner of Customs in Miami) and including members from the Civil Service Commission, Bureau of the Budget, and Treasury Department, carried out a 2-year study of the Customs Service. From its work, there ultimately emerged a 642-page report containing 230 recommendations for a complete overhaul of the Customs Service.

SURVEY GROUP PROPOSALS

One of the crucially important recommendations in the Survey Group Report proposed the elimination of 53 positions filled by Presidential appointment, thus permitting a revision of the basic structure of the Bureau of Customs. The reorganization plan also recommended

the realignment and consolidation of 113 independent field activities which previously reported directly to the U.S. Commissioner of Customs in Washington, D.C., an unwieldy situation which cried out for correction and adjustment.

It was pointed out that this would permit the establishment of a new Customs field organization which would simplify the management and administration of the highly complex and technical Customs Service by decentralization of authority and the consolidation of most administrative and some supervisory activities in newly created Regions; also that many of the decisions previously made in Washington would, after reorganization, be made by the authority of the regional commissioner.

The 230 recommendations were quietly studied by top Customs and Treasury officials and in the fall of 1964 Secretary Dillon discussed the potential of some of these changes, particularly the reorganization, with President Johnson. The President urged full speed ahead since he already had in mind some sweeping changes for the executive branch along much the same lines proposed.

PRELIMINARY ACTIONS

The first announced action was the reorganization of Bureau headquarters to provide for unified control of field activities.

About the same time Lester D. Johnson was named Acting Commissioner of Customs. He was later made Commissioner of Customs by Secretary of the Treasury Henry H. Fowler on July 20, 1965, after 31 years with the Customs Service. He had served as Appraiser of Merchandise, Treasury Attaché in Japan, Regional Customs Representative in Italy, and Assistant Commissioner of Customs.

A new Office of Operations was created to control field activities and David C. Ellis was appointed to head it. Ellis, who had in his 25-year career performed most customs jobs and was one of its most famous criminal investigators, had been in Washington for 4 years working at modernizing the law enforcement arm. Now he was placed in charge of all other operational activities.

THE NEXT MOVE

The next essential move was to design a detailed plan for reorganization. This was quickly processed through Customs and Treasury to the White House while at the same time full coordination was taking place with the Department of Justice, Civil Service Commission, and Bureau of the Budget.

President Johnson then quickly presented his Reorganization Plan No. 1 of 1965 with this announcement:

"The Bureau of Customs is an old and respected arm of the Federal Government. Created in 1789 and consisting of many districts established by Congress as new territories opened and trade patterns evolved, its growth took place without particular relation to the overall organization. Its basic structure has been little changed since its founding date. Today the current and growing emphasis on international trade and travel demands a more effective administration of the customs laws to serve that essential segment of our economy engaged in foreign trade and travel.

"It is my opinion that the betterments which can flow from Reorganization Plan No. 1 of 1965 will benefit our economy and contribute toward a smoother, more economical functioning of an important Federal agency, all in line with the aims I expressed in my State of the Union Message to the Congress on January 4."

In testimony in support of the Plan before the House Committee on Government Operations in April 1965, newly appointed Secretary of the Treasury Henry H. Fowler said in part:

"We cannot afford organizational arrangements such as those in the Bureau of Customs which have become obsolete and do not meet effectively the requirements of our times. We need a Government structure which is modern, streamlined, and capable of meeting current requirements with maximum efficiency and minimum costs. We believe that the proposed Reorganization Plan and the administrative reorganization that it makes possible are responsive to the purposes of Congress as set forth in the Reorganization Act."

Reorganization Plan No. 1 was submitted to the Congress under authority of the Reorganization Act of 1949 which provides that, unless either the Senate or House votes adversely, the Plan would become effective in 60 days.

Both Houses of the Congress held hearings which were primarily concerned with locations of customs districts and regions, although on the last day strong assurances of continued efficiency in preventive measures against the introduction of dangerous agricultural pests and other menaces were necessary to assure the Senate vote for the Plan. It thus became effective on May 25, 1965.

IMPLEMENTATION

In presenting an award to Mr. Stover for the study, Secretary Fowler pointed out that only the first half of the necessary activity had been completed. The most important last part had to be the implementation of the President's Plan and the other Survey Group recommendations.

The implementation job then rested squarely upon newly appointed Commissioner Johnson who in anticipation already had a team of the Bureau's best talent at work on the many details under the leadership of David Ellis.

The assignment was threefold:

(1) Implementation of the President's Plan No. 1 of 1965, which essentially provided the authority for re-

aligning the organizational structure so it could be more responsive to the field activities necessary to the accomplishment of the Customs mission of "collecting and protecting the revenue and enforcing Customs and related laws."

(2) Study and, where appropriate, implementation of the remaining Survey Group recommendations.

(3) Study, evaluation, and design of innovations in mission accomplishment to take advantage of the flexibility of the new organizational structure.

Early in the operation, Ellis had put together a team of experienced career Customs employees whose qualifications had to include a belief in the need for change, an inventive mind, and the drive to carry thoughts into actions. This team included Cleburne Maier (now Regional Commissioner, Houston), Palmer King (now Assistant Regional Commissioner, Houston), Fred Boyett (now Regional Commissioner, Chicago), Ben Burk (now Regional Commissioner, San Francisco), and James Townsend (now Assistant Regional Comissioner, Miami).

It had been estimated that the reorganization would take 5 years. Ellis thought it could be done in one. He based this on a belief that the vast majority of Customs employees would be just as much in favor of the changes as were the Washington officials if they received a proper explanation and if they were personally oriented as to their place in the new structure.

It had been decided that there would be nine Customs Regions and that implementation would take place with a timetable as follows:

November 1965—Region VIII, San Francisco.

January 1966—Region VII, Los Angeles.

February 1966—Region IV, Miami, and Region V, New Orleans.

March 1966—Region IX, Chicago.

April 1966—Region III, Baltimore.

May 1966—Region VI, Houston, and Region I, Boston.

June 1966—Region II, New York.

A preliminary test of some newly designed operational changes was conducted at Philadelphia. It was soon demonstrated that one of the innovations which consolidated customs entry, examination, and liquidation activities would be enormously successful.

The decision was made to install this new procedure with the reorganization itself, although it was recognized that this would greatly contribute to the difficulties. The decision was made in the belief that the resulting benefits to the importing public and to organizational efficiency were so great as to warrant this additional effort.

Consequently the implementation team which initially consisted of Cleburne, Maier, Palmer King, Fred Boyett, Ben Burk, and David Ellis proceeded to San Francisco in October 1965. The pattern established there in the first region to be reorganized was successful and was repeated in each of the others.

TRANSITION

This changeover has had several notable aspects. One of them is the fact that all employees were kept fully informed of the progress of the changes throughout the period of the reorganization, with each employee informed as to his new role and place. On instructions from Commissioner Johnson, Assistant Commissioner Ellis, a former customs inspector and agent himself, lectured to groups of employees at all levels. Ellis delivered approximately 57 such talks in the course of a few months, a remarkable feat when one considers he was at the same time installing the reorganization, heading the Coordination Committee for the Survey Group Report, and heading the Office of Operations.

In addition, to keep employees fully informed, Commissioner Johnson distributed a series of "Letters from the Commissioner" in which he fully reported on the problems and progress of the reorganization.

The employee newspaper "Customs Today" covered the reorganization in detail, devoting a special 8-page supplement to the first regional conference held in the San Francisco area this year.

Thus every one of Customs' 9,300 employees was made fully cognizant of what was happening in his agency. The result was high morale, full cooperation, and real enthusiasm for the changeover.

Another unique aspect of the reorganization was the fact that not a single Customs employee lost his job, was down-graded, or was involuntarily transferred.

Trade associations, particularly the National Association of Custom House Brokers, were invited to attend regional meetings with Customs officials at which the new procedures and operations were fully explained in advance. The advice of the brokers was requested and in many cases adopted. The brokers association in the City of New York, the largest in the country, went on record with a resolution applauding the reorganization and pledging its full cooperation to Commissioner Johnson.

A significant number of the politically appointed collectors of customs, whose jobs were abolished in 1965, applied for appointments in the Customs establishment under Civil Service Commission regulations. Two of them qualified and were appointed as regional commissioners in New Orleans and in New York. A number of others, having demonstrated sufficient knowledge of Customs operations and requirements, were appointed district directors. Twenty-eight of the former collectors and comptrollers have also been named consultants for a limited period.

Another unique feature of the Customs Service reorganization was that the design of the Customs structure was made "from the ground up" instead of the usual, and recommended, "from the top down." This means

that the implementation team visualized that the Customs mission is accomplished at the various Customs ports and designed the port organization by arranging the various basic functions into the most effective structure. District structures were then drawn to support the port structure and this configuration was again duplicated in the regional headquarters where the administrative activities were transferred and consolidated.

On May 1, 1965, the Bureau headquarters itself was again realigned in the Office of Operations so that the organizational structure from top to bottom would be functionally aligned and streamlined. Headquarters personnel was reduced 14 percent at the same time in order to carry out the decentralization aims of the reorganization.

There are approximately 300 customs ports in the United States, each headed either by a port director or a district director. Where justified, the work is further divided into Inspection and Control and Classification and Value Divisions. At the district and port level almost all activity is directly related to mission accomplishment, with all but the most minor administrative or "housekeeping" duties having been transferred to the regional office.

The regional headquarters have much the same pattern as do the ports and districts, with operational activities receiving technical supervision and support from an Assistant Regional Commissioner for Operations. There is also an Assistant Regional Commissioner who supervises the regional administrative activities such as personnel, budget, property management, etc.

All of the routine of the customs job is now taken care of at the port and district level. Unusual questions or administrative matters are now referred to the regional commissioner's office for handling. The result is speedier action, more uniform procedures, and closer attention to the overall needs of each region. At the same time the Bureau headquarters is relieved of a heavy workload of operational questions so that more time can be devoted to solving complex procedural problems, making policy decisions, and advance planning.

SUCCESS

Although the reorganization has only recently been completed, already the processing of entries of merchandise has been substantially streamlined and speeded up. Activities which formerly took days are now completed in hours, resulting in faster deliveries of imported cargo, less congestion on docks and airports, and substantial savings in time and money to importers and carriers. This has been accomplished by consolidating three formerly separate activities into one teamwork operation. A backlog of millions of entries which were awaiting final reviews was eliminated.

Automatic data processing is another important aspect of the modernization program. The ADP system being installed uses an IBM 360, Model 30, of medium size. The computer has five tape drives, card reader punch, printer, and console control unit. An optical scanning device will be added later. The computer is a "three-way system," using punched cards for some material, punched tapes for other material, and by the use of the scanning device it will be able to use material done with type that can be read by auditors. The optical scanner reads precisely what the human eye sees.

The use of this versatile system not only will make it possible for needed figures and statistics to be made available rapidly, but also by use of memory banks the computer will be able to handle and process many items formerly done by filing and checking each item. It is expected to be in operation before the end of calendar year 1966.

During the period when the reorganization plan was under consideration by the Congress, over 800 letters asking for information or expressing concern over some feature of the reorganization or other of the 230 recommendations of the survey group report were processed in the Bureau headquarters. Since the reorganization, three letters of complaint have been received. Each of these was based on hasty judgments or misinformation and it is doubted that any of these letters would be written today.

While recognizing the value of the advance planning and the efficiency with which the implementation was carried out, Commissioner Johnson believes that the success of the reorganization is directly attributable to the wholehearted acceptance of change by the vast majority of Customs career employees, many of whom had to study nights and on their own time to learn new ways of doing things since there were no funds appropriated to carry out the reorganization. To get the necessary funds, many vacancies were left unfilled, which also resulted in many employees having to work harder and for longer hours without additional compensation.

The Customs reorganization vividly demonstrates that people make a Government: the people who design change, those who have the vision and courage to put changes into effect, and those who accept change in procedures they have followed for years.

The Customs Service ends fiscal year 1966 reorganized, streamlined, and modernized. In 1 year it was able to change procedures and even traditions spanning the 177-year-old history of this oldest of our Government agencies. Even so it ended up with the same high morale and employee dedication which has always been one of its main strengths.

The employees and managers of other agencies about to go through the throes of reorganization should be encouraged by this success and guided by the lessons learned.

HONORED BY THE PRESIDENT

"They do not stand alone even when they stand out"

President Johnson conferred the 1966 President's Award for Distinguished Federal Civilian Service upon five outstanding career officials at a ceremony in the East Room of the White House on June 13. Excerpts from the President's remarks at the presentation ceremony follow.

DR. JAMES A. SHANNON, Health, Education, and Welfare, accompanied by Mrs. Shannon and Secretary Gardner.

H. REX LEE, Interior, accompanied by Mrs. Lee and Under Secretary Carver.

DR. ELSON B. HELWIG, Army, accompanied by Mrs. Helwig and Secretary Resor.

ROBERT E. HOLLINGSWORTH, Atomic Energy Commission, accompanied by Mrs. Hollingsworth and Chairman Seaborg.

THOMAS C. MANN, State, accompanied by Mrs. Mann and Under Secretary Ball.

"WE HAVE COME HERE this morning to honor five distinguished career employees of the Federal Government for their most unusual and outstanding service to this country. They are all men who are rich in experience. They are innovators in their separate fields. Each of them has displayed that initiative and imagination which has marked creative man in every profession. So it is our very good fortune as a Nation that they do not stand alone even when they stand out. They have been helped and supported along their separate paths by what I believe to be a first-rate Civil Service in this country.

"Many young nations in the world are reaching for a fairer share of the 20th Century's progress. Their demands are just; their needs are many. These young struggling nations need more food, more industry, more capital, more goods and more technology. But no nation has a need that is more important than their need for trained, dependable, competent manpower.

"We know from our own history how very important is the fair administration of laws by men who place the country's welfare always above their own. That is one definition of a truly good and great public servant.

"In our day, tired answers to old problems will just not do. The problems are so complex that often the most inspired solution will prove barely adequate. This places a very special responsibility on the civil servant in this country. Today I look to the Federal career service to produce for this Government men and women of broad vision with new answers, with good ideas. And we ask them to consider not merely their own department, not only the Federal Government, but the future of this land. When we find such men, I take a peculiar pleasure and delight in honoring them. That is what we are doing here today with the gentlemen who are the recipients of this award . . . .

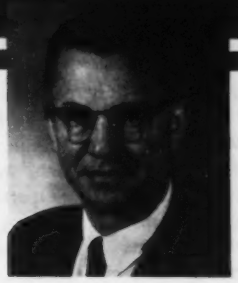
"So I have asked you, their families, some of their special friends, and some of the elite in our Federal Civil Service to come here and join me today in honoring these men. By their past accomplishments they give all of us renewed confidence in the future of this land and our dedicated civil service to which we already owe so much.

"I appreciate your presence here this morning and I have attempted, in my own way, to express the debt to these individuals that I feel a grateful Nation owes them."

1966 Recipients of the President's Award

THOMAS C. MANN

Under Secretary for Economic Affairs, Department of State, who "has represented this great Nation at home and abroad with diligence, with intelligence, with great foresight and good judgment." Mr. Mann began his career in the Foreign Service of the Department of State in 1942. He served in important posts such as Ambassador to El Salvador, Ambassador to Mexico, Assistant Secretary for Economic Affairs, Assistant Secretary for Inter-American Affairs, and Coordinator of the Alliance for Progress. He recently retired as Under Secretary for Economic Affairs.



H. REX LEE

Governor of American Samoa, Department of the Interior, who "helped that tropical island to become, in 5 years, a place of progress and vitality." Through innovative and energetic leadership, Mr. Lee established in Samoa a novel and highly successful educational system, rebuilt its public service facilities, and attracted new industries to the island. He entered the Government in 1936 as an economist in the Agriculture Department, and later served with the War Relocation Authority and Interior's Bureau of Indian Affairs and Office of Territories.

DR. ELSON B. HELWIG

Chief, Department of Pathology, Armed Forces Institute of Pathology, Department of the Army, who "has made the Armed Forces Institute of Pathology an institute of world renown." The influence of Dr. Helwig's distinguished contributions to the diagnosis and treatment of disease extended widely to civilian and military medicine at home and abroad. He joined the Institute as senior pathologist in 1946 and has been Chief of its 37 separate branches of pathology since 1955.

The President's Award for Distinguished Federal Civilian Service is the highest honor for extraordinary achievement in the Federal career service.

This award, symbolized by a gold medal suspended from a blue and white neck ribbon, is granted each year to generally not more than five career service individuals whose achievements exemplify imagination, courage, and high ability in carrying out the mission of the Federal Government.

ROBERT E. HOLLINGSWORTH

General Manager, Atomic Energy Commission, who "has used imaginative methods to liberate and to encourage the fullest expression of creative energies of his staff." Mr. Hollingsworth was also cited for his effectiveness in reducing costs and increasing efficiency of an exceptionally complex national enterprise. Starting as a budget analyst with the Department of Agriculture in 1941, he became Deputy General Manager of AEC in 1953 and General Manager in 1964.

DR. JAMES A. SHANNON

Director, National Institutes of Health, Department of Health, Education, and Welfare, who "is one of our chiefs of staff in the war on disease. His deployment of men and resources in that war have led, if not yet to victory, to the continuing retreat of heart disease and cancer and many other medical enemies of man." Dr. Shannon was appointed Associate Director of the National Heart Institute in 1945 after previous service as an adviser and consultant to Government officials. He has held his present position since 1953.

TRAINING DIGEST

PPBS TRAINING GROWS

Twenty-eight Federal agencies have designated about 85 Federal employees to participate this fall in graduate-level training which will prepare them to become members of central analytic staffs for agency program planning and budgeting systems. CSC's Office of Career Development in cooperation with the Bureau of the Budget and the National Institute of Public Affairs has arranged for graduate-level instruction in systems analyses, mathematics, economics, and related topics at Harvard University, University of Maryland, University of Chicago, Stanford University, University of Wisconsin, Carnegie Institute of Technology, and Princeton University. These are full-time resident courses covering a full academic year.

Meanwhile, the 3-week courses to prepare management officials to understand, work with, and use PPBS data are being expanded. Over 500 managers are expected to attend these courses during the coming year, most of them at the school conducted jointly by the Civil Service Commission and the University of Maryland.

Similar courses will be offered twice by the Department of Defense at the U.S. Navy Postgraduate School, Monterey, Calif., and once by the Management Analysis Corporation using the facilities and faculty of the Harvard Business School. Another 1,400 executives and managers are expected to attend 2-day "Executive Orientation in PPBS" conducted by the Commission in Washington. The Office of Career Development is now planning quarterly conferences for practicing analysts in the PPBS field.

These training activities are being carried on as an outgrowth of the President's directive that Federal agencies install PPBS in the coming fiscal year.

BERKELEY EXECUTIVE SEMINAR CENTER

James R. Beck, Jr., Director, Executive Seminar Center, Berkeley, Calif., reports that most courses are oversubscribed but a few spaces are still available in some. The new Center will draw its visiting faculty from the University of California next door and from outstanding authorities elsewhere in colleges, universities, business, labor, foundations, and government.

Each of the ten different 2-week courses for career employees in GS–14 and 15 will be attended by 36 participants. The courses cover three basic areas—public administration, Federal policies and programs, and management and organization.

Fifty-two Federal agencies are funding the operation of this Center and the one at Kings Point, N.Y. (established in 1963). Both centers are administered by CSC's Office of Career Development.

OPERATION *MUST*

An outline of a training program for supervisors of disadvantaged persons was recently distributed to all agencies by CSC. As a backup to the course, the Commission has made available to agencies on request a pamphlet, "Introducing the Inexperienced to the World of Work," which covers the potential of inexperienced recruits, cutting jobs to fit their potential, and adjustment to the work world. (See Bulletin 410–12.)

Operation MUST (Maximum Utilization of Skills and Training) was announced in Bulletin 410–9. It calls for an action program to provide better utilization of workers, reengineering of jobs, and training.

Other bulletins have urged the desirability of updating the education of minority and other groups who lack high school diplomas (Bulletin 410–11) and training employees under the Government Employees Training Act in vocabulary, reading, and arithmetical skills, including use of local school adult basic education programs (Bulletin 410–13).

TRAINING NOTES

Training for Employee Development Officers offered by the Commission in Washington: Basic Course, October 3–7, February 27–March 3. Advanced Course, November 14–18, and May 8–12. Management Development, January 30–February 3. Instructor Course, September 12–23, April 10–21. Programed Instruction, October 24–28. Retraining Adults, December 14–16.

The General Services Administration now limits its interagency training offerings in Washington and the field to courses related directly to its prime mission. It has discontinued interagency training in clerical, secretarial, general administrative, and written communications fields. CSC will plan and conduct training in the discontinued areas when unfulfilled agency needs can best be met by interagency training.

Adult Basic Education instructional materials are collected, listed, and made available for inspection by the Adult Education Branch, U.S. Office of Education, 7th and D Streets SW., Washington, D.C. The publications are classified under four major topics: communications skills, social studies, science, and mathematics.

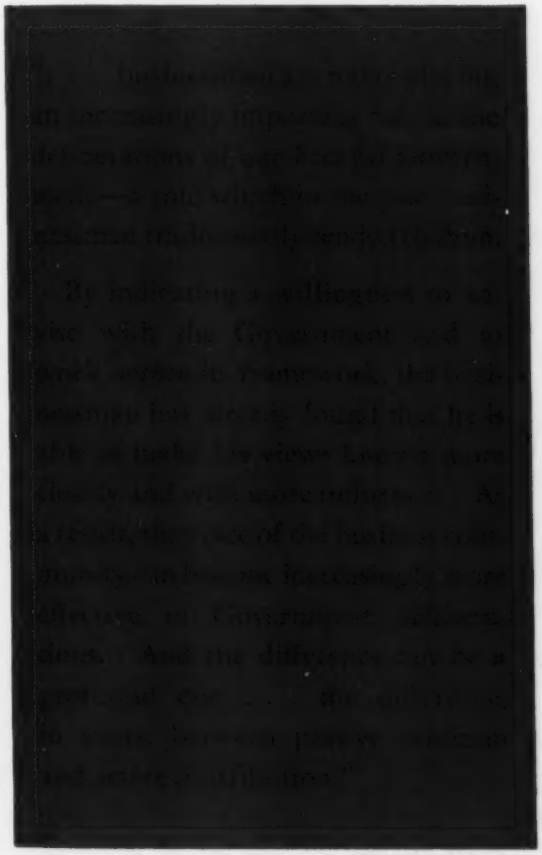
Education and Vocational Training Series, GS–1710, has undergone major revision for qualification standards for this professional series. One consolidated standard now covers teachers of minors, instructors for adults, education specialists, and education program administrators. It provides new, more flexible ways of meeting entry level requirements for professional competence in education, while uniformly requiring a bachelor's degree with any major.

—Ross Pollock

Here is a speech that is being heard throughout the business world.
It should also be heard throughout all levels of Government.

PUBLIC AFFAIRS: THE DEMANDING '70s

by SOL M. LINOWITZ
Chairman and Chief Executive Officer
Xerox International, Inc.



THERE IS A STORY which I am afraid is apocryphal about a well-known movie star who was once asked whether she participated in public affairs. "I didn't know," she replied, "that there were any other kind."

In a very real sense—but in a quite different context—that would be my answer to the same question. For my thesis is, quite simply, that today there really is no other kind—that private and public affairs are now more than ever before sides of the same coin; and that what may have been a valid and workable premise of separation 10 or 20 years ago is hardly more than a specter today.

I am sure that everyone here would agree with Plato's dictum that a man must follow where the argument leads. If some of the things I say to you this evening venture into the area of heresy in business and public affairs, then I ask only that you accept them as sincere convictions based upon premises which I believe to be valid. And like Plato, I want to follow where they lead me.

One of the troubling aspects involved in a discussion of public affairs is that it becomes so easily a matter of begging the question of public responsibility by adopting premises that ring of old cliches and tired stereotypes. In the business world, particularly, public affairs is discussed almost as though it were a responsibility to be assumed *in addition* to normal corporate duties. We thus succeed in acknowledging its importance while, simultaneously, assigning it to the periphery of corporate life and responsibility. Under challenge, we can then point with pride to the discharge of our responsibilities by citing our decisions to support higher education, to encourage political participation, to contribute to various worthy causes, and to urge employees in their spare time to participate in civic activities.

Unmistakably, all of these things have immense value. But the danger is that they tempt us to feel and to believe

*Delivered before the National Industrial Conference Board, Public Affairs Conference, April 21, 1966, New York City. Reprinted by permission of the author.

and to argue that corporate responsibility can thus be discharged in full and the corporate conscience soothed and sustained.

THE FIRST TENET which I would like to put forward this evening is simply this: *The responsibility of business to society in the future cannot be and will not be discharged in the same way we have been discharging it in the past.* It is also my belief that American business and industry will in the future be confronted with a challenge unlike any it has yet had to face: The problem will be, if you will, one of *identity:* What should a corporation be? Which goals can it best seek to pursue? What meaning does it have for people and for the society of which it is a part?

My own thesis is this: To realize its full promise in the world of tomorrow, *American business and industry*—or, at least, the vast portion of it—*will have to make social goals as central to its decisions as economic goals;* and leadership in our corporations will increasingly recognize this responsibility and accept it.

An enormous amount of economic power is today vested in American corporations. Corporate decisions influence fully half of our national income and affect the employment of more than 30 million people—almost as much as all other institutions and services combined.

Economic responsibility alone of a corporation is awesome. A top corporate officer if asked to define his most important function today is apt to say: "Finding meaningful goals for the use of economic power." And his emphasis would be on the word "meaningful" because goals are obviously irrelevant unless people believe in their importance.

In recent years, the corporate community has been searching far and wide for creative and talented people, for managers with imagination, for innovators. The search has intensified to the point at which companies unblushingly promote the weather, the scenery—and even the proximity to ski slopes. Yet it gets more and more difficult—not to find people, but to find *good* people.

A far lesser number of young men are planning business careers these days. At Harvard, for example, only 14 percent of 1964 graduates entered business as compared with nearly 40 percent 5 years earlier. Last year a much discussed *Wall Street Journal* story began:

"The word on the campus is that business is for the birds." The conclusion is inescapable that in defining goals that are meaningful for a nation whose majority population will soon be under the age of 25, the corporate world is having more and more difficulty.

Nor do the more common and popular explanations of that difficulty seem to me very satisfying. I do not believe, for example, that young people today really resent corporate life as a kind of "suburban serfdom" in which the only alternatives are crushing conformity or lasting frustration. Such mythology has been effectively destroyed too often. Nor am I implying that the corporation itself needs a totally new *raison d'etre.* **The challenges of supplying the world's best-developed economy are obvious and undisputed.** But in the very fact that our economy *is* developed so well—that we have proven the capability to build houses and highways, to produce toothbrushes and baseballs, and to satisfy our material needs—lies the clue to the future of young people and to the most significant goals for private enterprise.

WHETHER WE LIKE IT OR NOT, the youth of America simply does not believe that the larger portion of American business and industry has yet come to grips with what they regard as the dominant, motivating force of today. In a world in which the overriding concerns are social rather than material, they feel that the greatest challenge before us lies in the banishment of problems which have been plaguing the world for centuries. Their vision of a great society—whether you spell it in large or small letters—is by no means an accident or a phenomenon which, like a comet, flashes into view for a few months or a few years and then disappears. Nor is it for them just a political phrase or the invention of one man or one group. At its heart is the widespread and still-growing belief that for the first time in history we have the tools and the capabilities and the resources to obliterate poverty, illiteracy, disease, and social and physical stagnation—not only in our own country, but wherever the peoples of the world will permit us to reach.

Why have the young people in our colleges and universities turned their backs on a business career? Men such as Peter Drucker, who have studied the problem, believe that to a significant extent they have done so in disenchantment and because they have felt a failure on the part of business leaders to evolve concepts of social and moral responsibility that keep pace with the changing conditions of our world. Leaving aside the question as to whether this impression is a fair and a correct one, the important fact is that American youth today apparently does have this impression and it is, therefore, making its commitment elsewhere in an effort to find fulfillment and to become involved in the world around them. **For the young people today do want to be deeply involved with their world.** Nearly 10,000 of them are working in the most backward areas of the world trying to make life more productive to people who have no concept of the meaning of the word "comfort." What we have seen happening with the Peace Corps has been **dedication to the cause of human welfare on the part of thousands of young people who are eager to work and build for a world of peace and freedom.**

I think what the youth are seeking from American business and industry is a sure indication that it, too, feels its sense of responsibility and commitment—that it, too, recognizes it has a stake in the conquest of war, disease, hunger, and poverty. I am by no means proposing that American industry take upon itself a solitary crusade for the conquest of the world's burdens. What I am suggesting is that a systematic and intimate understanding of the dominant social problems of our day, combined with a firm dedication to public service, will lead to the discovery by businessmen of innovations that will satisfy their direct corporate goals and simultaneously make a contribution to the most pressing human needs.

One example alone—Latin America—can demonstrate my point with shocking urgency.

There are 230 million people in South America who are moving closer to catastrophe with the birth of each new child. Their population is literally doubling every 25 years, at a faster rate than any other part of the world. Most of these children can look forward to, at best, malnutrition; and, at worst, starvation. The continent, even at this moment, does not have the capability to feed its peoples.

Poverty does not have to be isolated in South America. It's everywhere; escorted by its inevitable companion—disease. Housing is not housing, but "hovelling." A kennel in the United States would be a castle in the *barrios* of South America. It seems at times almost incidental that the vast majority of people there are either totally or functionally illiterate.

Books, after all, are not edible.

The deaths of millions of people at the hands of the Nazis in World War II could pall in comparison to the threat that hangs over Latin America. And should you feel that I might be overstating it, let me remind you that 2 million people in India may die from starvation in 1966. That would be comparable to the deaths of Vermont, New Hampshire, Wyoming, Nevada, and Alaska.

Naturally, there is no single or sure solution to any of these problems anywhere in the world; but I firmly believe that the imagination and entrepreneurial brilliance that has met our physical needs so well in the past can and will be adapted in fresh new measure to help in finding answers.

By the same token, I think American business and industry can and must reveal its concern with such problems as the war against poverty here at home. For at the heart of the Anti-Poverty Program is the future of those on the slag heap of our society whose development can constitute an immensely valuable human resource for the future of American industry. Industry is already helping with the Job Corps program and with some Community Action efforts. But it can do a great deal more. Industry might, for example, announce that an employee who indicates his willingness to volunteer a year of his life to fighting poverty by joining the Vista Corps, or some other phase of the Anti-Poverty Program, should have the opportunity to do so. I believe that policies should be developed so that he can take a leave of absence from his corporate career without jeopardizing his future. Even more, I believe that a company policy should be evolved which would make clear that such positive action on his part would be regarded as a plus on his record. For the fact is that at the heart of the Anti-Poverty Program is the future of millions of Americans, and American industry has a vital stake in what is going to happen to them—for good or ill.

In short, I feel that the corporate goals of tomorrow—which can appeal to the leadership we need and must have—will have to be both worldwide and "soul-size."

And ***what kind of people will we need*** to understand and lead this evolving new dimension of corporate identity and purpose?

IN A TIME of increasingly sophisticated technology and exploding knowledge, our tendency toward specialization has become almost overwhelming. Yet the man who can establish and guide the corporate vision of the future will need breadth and a world view far more expansive than has ever been required in the past. Toward this end, I believe that American industry will have to give a new emphasis to the importance of a liberal education in the preparation of its business and industrial leaders. A truly liberal education—liberal in its inclusion of science and mathematics as well as the humanities—rewards men with the gift of perspective and the facility to apply it with considered judgment.

Certainly we shall continue to need thousands upon thousands of young people with technical training to meet our specialized requirements. But we shall urgently need—as never before—young men and women of breadth and perception who can look beyond their desks or their workbenches, who will understand where we have been and where we are going, who will know about the kind of world in which we live and the kind of future we are trying to achieve.

Our business and industrial leaders of tomorrow will have to be men and women able to communicate with one another and with other people in other places; people who will know how to transmit and stimulate ideas; who will recognize that things human and humane are even more important than the computer, the test tube, or the slide rule; who will understand that "know-why" is as important as "know-how"; who will try to see our problems as part of total human experience; and who will be able to understand something of what yesterday teaches us about today. In short, we will need young people

who will be able to dream dreams and who will be unafraid to try to make them come true.

I know that the leaders of many corporations espouse the virtues of a liberal education—and do so eloquently. But all too often the personnel recruiters in our companies continue to look for those whose educations have followed a narrow and specialized path and who show little desire to broaden that path. In that connection, I have sometimes come to feel that *the gap in communications between corporate leadership and Personnel Departments is one of the most serious in business life today.* Yet if anything is certain, it is that the future of our whole corporate structure will inevitably depend upon the kind of people who join our companies and give them direction.

I would also suggest that *the development process of the individual within the corporation may well call for reexamination.* In too many of our companies, executives rise in responsibility along a directly vertical line—spending years in one function or in related functions, such as sales and marketing or finance and control. In some instances, corporations do give promising young men a taste of different things early in their careers. But usually this is regarded as training—and it is lateral—lacking any increased responsibility and having about as much depth as a finger painting.

It seems to me that in order to develop the kind of business leaders we must have, *promising young men should be rewarded with jobs of increasing responsibilities and different functions—a progression which would be neither lateral nor vertical but diagonal.* This would give a man scope, sustain his interest and curiosity, challenge his ability, and—most importantly—equip him far better with the diversified knowledge necessary for executive leadership in the company of tomorrow.

An integral part of this development would certainly be responsibility for dealing with public affairs. Today involvement with questions of public policy is generally the prerogative of top management and the staff of a specialized department. It is at least worth considering whether it would not be wiser for corporations to assign specific public problems to management at all levels. Not only would the exposure be invaluable, but the complexity of the problems of the times seems to call for precisely such a course.

For if one thing is certain, it is that both the number and the difficulty of public issues will increase.

Entirely apart from the activities at the Federal level, we know that demands on education will increase, the need for more and more highways will become pressing, new methods of retraining industrial workers will have to be explored, and the demands on the States will thereby become greater than ever.

The compounding problems of our cities will also be pressing in upon us. In many respects, *industry has in the past tended to ignore urban problems until they have reached emergency proportions.* (Air and water pollution are good examples.) *But we will simply not be able to take the same risks in the future.* Some two-thirds of our total population now live in urban areas. The megalopolis is a distinct force in our lives, whether running from Boston to Washington or San Diego to San Francisco. All this will mean staggering challenges and profound social and political implications.

The businessman who will be called upon to lead his company intelligently will have to be prepared to understand the meaning of such changes, to adjust to them, and to contribute meaningfully to the performance of local, State, and Federal Government in dealing with them. **It, therefore, becomes critical for corporations in the 1970's to search out ways and means to make public affairs an integral part of the experience of management at all levels** and in as many functions as possible. Unless the industrial leader of the future is now given an opportunity to familiarize himself with our rapidly evolving social and political situations, he will not be ready to cope with them or even perhaps to understand them when we ask him to assume leadership. If we truly believe that contribution is a major adjunct of profit, then we must follow where the argument leads and develop people who can with judgment, wisdom, and understanding translate that belief into fact.

IT IS ENTIRELY LIKELY that the new corporate leader of the '70's will have views and attitudes which differ substantially from many of our own. Already there has developed a new concept on the part of many businessmen toward business-government relationships; and **businessmen are today playing an increasingly important role in the deliberations of our Federal Government—a role which in the past businessmen traditionally tended to shun.**

By indicating a willingness to advise with the Government and to work *within* its framework, the businessman has already found that he is able to make his views known more clearly and with more influence. As a result, the voice of the business community can become increasingly more effective in Government deliberations. And the difference can be a profound one—the difference, for example, between complaining about the Foreign Aid Program and seeking ways to make it better, the difference between arguing that the Anti-Poverty Program is a waste and trying to take part in insuring its good use. **It is the difference, in short, between passive criticism and active contribution.**

Through such close association and participation, businessmen can continue to forge links of mutual respect and confidence and help put to rest the suspicion and

distrust which have too long hindered business-government relationships.

The industrial leader can also be of great help in inhibiting the development of what I would call a "new isolationism" which tends to hinder the effectiveness of our foreign relations programs. The isolationism we knew prior to World War II was simply an unwillingness to become involved very deeply in affairs outside of the United States. Fortunately, we have now come to recognize that such involvement is inevitable—and that foreign affairs today are in the truest and deepest sense simply not foreign. But we have evolved a philosophy which seems to look upon our international involvements as a one-way street—a willingness to propose the course for other countries but a reluctance to have them offer us the benefit of their counsel. This sometimes leads us to hint that if another nation disagrees with our policies in the United Nations or in Vietnam or in Santo Domingo or expresses what seems to us inappropriate concern about the implication of riots in Los Angeles and Harlem, we may have to review their credit situation or their foreign aid allocations.

The businessman who has had experience in international dealings recognizes that internationalism must work both ways. Today most of the larger companies of the United States are extensively involved in overseas operations; and many others are parties to joint ventures with the nationals of other countries. **In a great number of instances, they can provide as good an appraisal of foreign relations as a diplomat, politician, or statesman. Frequently, the businessman is a barometer who registers—sometimes with astonishing accuracy—the climate outside of our own shores.**

It will, I believe, be the increasing responsibility of the business leader of the future to learn how best to use and broaden this talent and even to help bring the Government itself to accept the full implications of internationalism in order to create a world community dedicated to peace and to progress.

THESE ARE BUT A FEW of the ways in which American industry can equip itself to do some of the things which will be demanded of all of us by the profound social revolution in which our world finds itself.

I am convinced that the answer will lie in a redefinition of corporate purpose which more closely identifies with the predominant social problems of today and finds in these problems the chance for profitable contribution and meaningful accomplishment.

This means that the business community will in the future have to approach its challenges with greater depth of vision and thought than ever before; and that it will have to develop men who are literate, not just in the art of business management, but in understanding the changing and ever-developing human condition. It is, I realize, a tall order. But it is dwarfed by the size of the task—and of the opportunity which faces us.

For we are living at a time when we may well be on the verge of creating the first free society in all the history of the world. It could be the magnificent era which surpasses the Golden Age of Pericles and outdistances the Renaissance of England or of Italy. When I speak of a free society, I mean far more than the elimination of the slave base upon which Athenian culture rested. And more than the downtrodden nature of the majority of the people of the Renaissances. I mean the creation of a society in which man is really capable of basing all of his choices and actions on understandings which he has himself achieved and on values which he embraces for himself.

The free man in the free society is aware of the basis on which he accepts propositions as true. He understands the values by which he lives, the assumptions on which they rest, and the consequences to which they lead. The free man is the rational man, and the degree of his freedom is the degree of his grasp of himself, his environment, and the relationship between himself and his surroundings.

Freedom today has the boundaries of prejudice and ignorance, and only these boundaries. I believe that we may be a great society and a free society because we have a real opportunity to eliminate those boundaries. If there is a need to respond to the development of technology, there is also the need to make man free. We hear far too much today about the development of a negative civilization—of man's means of destroying himself. We hear far too little about the opportunities he has to create. If he has found the terrible means to enslave, he has also found the means to liberate.

We in American business and industry must be willing to ask ourselves what we can now do to help bring into being that kind of a free society, that kind of a great society. Not only must we be willing to use the vast economic power entrusted to us to help achieve this great human destiny, we must be in the vanguard of that movement. We must help to activate, to invest ourselves in it; and the measure of our real contribution will be determined not by our response to social action but by the nature of our leadership.

President Kennedy once said: "We have the power to make this the best generation in the history of mankind, or to make it the last."

I believe we have made our decision and made it known to the world. And we in American business and industry will have a major responsibility in bringing that decision to fruition—and to assure that this generation will indeed be the best.

FOREWORD

AS DIRECTOR of Employment Programs for the Handicapped, U.S. Civil Service Commission, I would like to commend Bernie Posner's article to all readers of the *Civil Service Journal*.

As Bernie himself states flatly, he perpetrated a fraud. In my view it was a brilliant one. To find out the on-the-job problems of the retarded worker, he masqueraded as a retardate and worked 5 days in a laundry. In this article he tells of his experience.

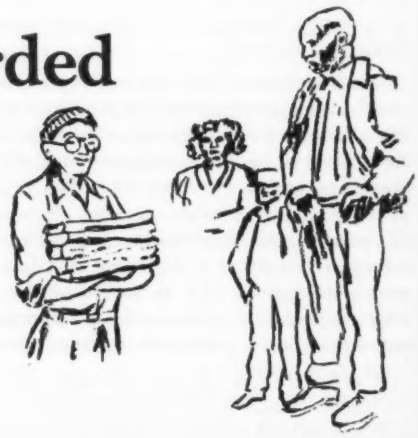
The story makes some telling points. I call your attention to the implication that the retarded are much better accepted by their fellow workers than by those who supervise them.

So read. Sympathize. Empathize.

Understand—and put your new insights to work in behalf of those who need your help.

—Edward F. Rose

Five Days as a Retarded Laundry Worker



by BERNARD POSNER, *Deputy Executive Secretary*
The President's Committee on Employment of the Handicapped

I APOLOGIZE TO the C——— Industrial Laundry in a dreary old section of the city surrounded by gray row houses, a grocery store featuring chicken backs at 19 cents a pound, and a grease-spattered gas station.

And I apologize to Rebecca with the motherly eyes, who carried her red wallet in a paper bag so it wouldn't wear out. And to George who hummed rock-and-roll music in a high falsetto while he worked. And to Mr. Howard, a supervisor who couldn't bring himself to meet my glance. And to Sid and Larry, owners of the laundry, the only ones to know the truth. And to all the hundred-or-so men and women in the laundry who became used to seeing me wander through the plant.

I defrauded them all. I worked in the laundry for a week as a retarded person. They all accepted me as retarded, each in his or her own way: with sympathy and scorn, patience and impatience, studied attention and studied neglect. I apologize for their misplaced reactions.

I masqueraded as retarded for good reasons. My assignment on the President's Committee on Employment of the Handicapped is to promote jobs for the mentally retarded and mentally restored. Recently, acting as a bureaucratic matchmaker, the Committee arranged for a meeting of the Institute of Industrial Launderers, the Bureau of Apprenticeship and Training of the U.S. Department of Labor, and the Vocational Rehabilitation Administration. It was love at first glance. Together, they developed a $344,000 project of training and hiring 1,000 retardates in industrial laundries over the next 18 months.

A great breakthrough; the first national trade association ever to take such action. But how would it be for a retarded person to work in a laundry? How were working conditions? How would he be treated by his bosses? By his fellow workers? I wanted to see from the inside what problems a retarded worker might face in an industrial laundry. So I pretended to be one.

How can a clumsy, pink-cheeked public relations type who can't even play charades at a party pass himself off as mentally retarded? It was easier than I thought.

REPRINTED FROM *Rehabilitation Record*, May–June 1966.

In your eyes, who am I? You've heard that I write publicity for a living so you've already half-formed a mental image of me. When you do meet me, a computer in your mind rings up those facts about me that reinforce your image: horn-rimmed glasses, button-down shirt, loud neckties. Bzzz bzzz bzzz, out comes a computer-sketched portrait of me; not the real me, but a stereotype that you've decided ought to be me—Posner, public relations type.

What we do, psychologists tell us, is perceive people not as they really are but as we think they should be. We select a prefabricated mental image and we search for a few facts to strengthen it.

That's what happened in the laundry. The day before I reported for work, Sid and Larry, the owners, spread word that a retardate was going on the payroll for a week's trial, so, please be kind to him. Bzzz bzzz bzzz went a hundred built-in mental computers and the next day, when I showed up, I already had been tagged as mentally retarded—and the tag would stick almost no matter what I said or did.

To reinforce the stereotype, however, I wore a red knit stocking cap and I spoke but little. I chewed gum; it calmed my anxiety. I acted normally; I don't know how to act any other way. I did indulge in the pleasant luxury of not comprehending too fast, of asking that things be explained over and over again until I was sure I had grasped them.

THAT FIRST MORNING, I parked several blocks away (the story was that someone brought me and picked me up each day). I trudged slowly past the row houses. What if I couldn't take a week's physical labor, me, pushing 50? Then there was the laundry, the door, I was inside.

A man was loading laundered blue workshirts onto a dolly. I handed him a slip of paper with Sid's name. I didn't trust myself to speak. He looked me over from head to foot and said: "first door on your right."

There was Sid, without an eyeblink of friendship. He spoke loudly to me, or rather at me, as though the louder the talk the clearer the comprehension. "Oh, you're the new man from the sheltered workshop," his voice blasted. "We're glad you're here. Tomorrow you come a little earlier. We start at 8 o'clock. It's 7 after 8, now. Tomorrow, 8 o'clock." I nodded.

Sid escorted me to the folding and packaging department to meet Mr. Howard, the supervisor. Mr. Howard spoke with feigned heartiness, also many decibels louder than normal. He wouldn't look in my eyes. "Here, I'll hang up your jacket, Bernie," he shouted. "Oh, you're wearing a short-sleeved shirt. You'll be cold."

"Not cold," I said. They were my first words, flat and hollow.

"Meet George. He'll tell you what to do. If you have any questions, you come see me." With that, Mr. Howard disappeared. He seemed glad to escape.

George was even quieter than I. A Negro in his late teens, he didn't quite know how to react to a white man in his late 40's. The first time he called me "sir," but he knew this wasn't right. I was retarded, wasn't I? After that, he didn't call me anything; but every time he told me what to do, I could sense him swallowing the "sir."

Here was a table heaped high with four sizes of laundered wiping rags, used in factories, gas stations, and wherever else dirt and grease accumulate. They had to be folded, inserted in a machine which encased them in plastic, and stacked on shelves. Three women worked in the room along with George. They paused to glance at me with open curiosity, then went back to work. There was much to be done.

"Fold the big cloths this way, then this way, then this way," said George. My fingers fumbled. Four or five times he explained without a trace of impatience, as though slow comprehension was not unusual. Finally I caught on. "Fold only the big ones," he said. "Chuck the others in here." He pointed to a bin.

He folded, softly crooning rock-and-roll in a high falsetto; the girls folded; I folded. The girls bantered among themselves, teasing George occasionally. Lehola, across the table, watched me curiously. Later in the morning, George showed me how to stack packaged cloths on the shelves.

A buzzer; lunchtime. I went on working, waiting for someone to tell me it was time to eat; nobody did. I folded one more cloth, gave it a resounding pat, found my lunch bag and sat in a corner. Would the rest ask me to join them? No. I ate alone.

After lunch, I learned to fold a second-size cloth. The third and fourth sizes, however, were too much for me. Fold, fold, fold. Fold, fold, fold. As soon as the table was clear, along would come another load, and another. The minutes trudged by, second by reluctant second. "Does time pass slow?" I asked Lehola. "Some days it does, some days it doesn't," she said. Bit by bit, the girls drew me into their conversations; even taciturn George spoke to me. From time to time, Mr. Howard, the supervisor, would come into the room. I tried to catch his eye and smile, but he carefully avoided my glances. How strange: the workers weren't unsettled by my presence; the supervisor was.

The minutes crept on, and so ended the first day.

THE SECOND DAY I forgot my lunch. I was in such a hurry to arrive on time that I left it home. Rebecca was at work in the folding department that day; Rebecca in her late 50's, with kind, warm eyes and a strong, chiseled face. She sat with Lehola across the table from me and whenever she thought I wasn't watching she looked at me with such compassion that I yearned to explain "Rebecca, Rebecca, I am not retarded." All over again, she explained the folding procedures to me, for

I told her I had forgotten overnight. "You'll catch on, Bernie," she reassured me, "It took me a long time too." Whenever she asked me to stack the shelves, to wheel in a load of freshly laundered cloths, to do anything, she pointed to the exact place I was to go and she smiled "thank you" when I finished—a born lady.

Lunchtime was different today. "Won't you share my fried chicken?" asked Rebecca. "And take a piece of my sandwich," offered Lehola. We perched on a worktable, eating together. "Were you tired when you got home last night?" they asked. "Yes, ma'am." "Where, your legs?" "All of me." There was warm laughter.

After lunch, Rebecca said: Bernie, you've been folding two kinds of cloths. I'm going to show you how to fold the other two kinds. Now watch me." She folded. "You do it." I tried and fumbled. "Again." Again I fumbled. "Again," she persisted, while my fingers clumsily gripped the wrong corners. At last I mastered them. "Now try them yourself." I did. "Again." I did.

With that, she cried out to the entire room: "Bernie got it! Bernie got it!" The girls came over to see and to shake my hand. Even George permitted himself a little smile. This was a day to remember—for Rebecca, for the girls, and for me.

Before going home that day, Rebecca called me over. She whispered: "You learned a new thing today. Aren't you proud of yourself? You can learn many new things. Only you have to believe in yourself." Pride and hope were in her words.

THE THIRD DAY. Today I had a new job, in the washer-extractor-dryer room. Four mammoth washing machines stood on one side, their gaping mouths capable of gorging a thousand pounds each. Lined up on the other side were four giant extractors and four dryers, taller than I, fed by a vicious gas flame. Four men handled the equipment.

Sid introduced me to my new boss, Mr. Ross, slightly built, harried, always on the run. "Keep an eye on him," said Sid, and I could feel Mr. Ross wince. At one end of the room dirty work clothes, cloths, rags, and mops poured in. After passing through the washers, extractors, and dryers, they poured out again to other parts of the laundry—pressers, folders, packagers. Income and outgo had to balance. If the washing machines slowed down, traffic jams would occur. Dirty clothes would pile ceiling high; pressers and folders would be idle. The boss would bluster out of his office to find out what went wrong. With one dryer on the verge of giving up, the last thing Mr. Ross needed that morning was me—a green hand, nonproductive. "Keep an eye on him, Joe."

The work was easy and he explained it clearly. "Take these wiping cloths and put them in these two dryers. Fill the dryers only up to here." He pointed to the level. Off he shot, to handle a crisis in some other part of the department. But he came back frequently to watch me. I had overloaded both dryers. "If you put too much in, the dryers won't dry," he explained, removing the excess. "Fill 'em only up to here." His instructions were clear enough for any retardate to understand. But why did he, too, have to speak in a voice louder than natural?

The first morning I was slow and clumsy. But I was willing. The work came in spurts and, between spurts, I asked for more. I'm not ambitious, just compulsive. I can't bear to stand about idly. My willingness pleased Mr. Ross. Overlooking my clumsiness, he volunteered, "You're doing fine."

Later I was loading mop rags into the dryers, absorbed in my task, when I felt eyes focused on me. I looked up. The supervisor of the pressing department, across the aisle, had come over to watch me work. Unblinking, puffing a cigar, he eyed me the way he might have eyed a new piece of machinery. He said not a word. I looked at him as if to say, "Well?" He shrugged and sauntered off, embarrassed. He hadn't expected a retardate to behave like a human.

That afternoon, Mr. Ross beckoned to me. "Bernie, help Slim, here, load the washing machine." Nineteen or so, Slim had the beginnings of a fresh goatee under his chin. Once in a while he would walk over to a mirror to comb it. Together, Slim and I wrestled greasy coveralls into the machine, untangling recalcitrant arms and legs, shoving, pushing.

Slim spoke. "Say, are you—uh—mentally handicapped?" "Yes." "How long you been mentally handicapped?" "Long as I can remember." Silence. Then Slim said: "Me, I took an exam for a job in the Post Office. A supervisory job. I got a high mark in the mental test. A *very* high mark."

I knew what Slim was doing. Here he was, working shoulder to shoulder with a retardate. To soothe his ego, he was "unidentifying" himself from me. He was convincing not me, but himself, that although we were doing the same work, we were not in the same mental bracket. He was placing himself notches above me.

After that, we got along fine. Secure in the knowledge of his superiority, he could talk to me, work with me, he could tell me the story of his life.

FOURTH DAY. I walked in at 8 and the laundry was beginning to feel comfortably familiar. The man loading workshirts by the front door said, "Hi, Bernie." There were the offices, a bustle of white-collar activity behind closed doors. Behind the offices, on the right, were the long rows of steam pressers, a symphony of high-pitched hisses; the feminine side; women working with deft fingers, draping shirts onto forms for automatic pressing, arranging trousers in pants pressers; their magpie chatter-chatter adding brightness to the cavernous plant tinged with dust and lint and grease. And on the left, across the aisle from the pressing department, was the folding and packaging room. I walked through on my way to the washers and dryers.

Rebecca looked up. "Here's Bernie! How you doin', Bernie?" "Okay." "Like your new job?" "I guess." "We wish you were back, Bernie, don't we, Lehola?" "We sure do!"

Talk about acceptance of the retarded!

I was unloading wet work pants from the washing machines. A good-humored, stocky man passed by. I had noticed him the past few days—a happy word for everyone. But when he approached me, he wiped off his smile as though with an eraser, replacing it with an expression of mournful pity—a perfunctory gesture the way you automatically tip your hat in the presence of a lady. "Be serious when you pass handicapped," his code of behavior told him. And he was true to his code.

All the machines in the room were busy. Nothing to do but wait for them to finish their cycles. I was sitting on an empty crate. Mr. Ross approached. "Nice winter we're having." "Yes, sir." "No snow." "No." "Don't want snow either, do you?" "No, sir." We both were uncomfortable at his attempt at small talk. He was trying to bridge the chasm and probe this creature with the willing spirit and the backward mind. I was trying to play my role safely and prevent the give-and-take of conversation. I was relieved, and I know he was, too, when one of the washers stopped and I put on my rubber apron to unload it.

THE FIFTH AND LAST DAY. By this time almost everyone in the plant had formulated his own personal set of attitudes toward me, the mentally retarded newcomer.

Some would self-consciously turn their heads when I passed by; others just as self-consciously would greet me with a forced cheerful "hello." The stocky man with the ready smile would dial M for Mournful when he passed me. Mr. Howard, my first supervisor, would avoid my eye; but he no longer felt embarrassed about it. Mr. Ross would hail my willingness and almost overlook my ineptness, because he needed willing men. Rebecca would consider me as a human person and not as a stereotype marked "retarded." Most of them didn't go out of their way to be kind; nor did they go out of their way to be unkind. I was just one more worker—a bit "different," to be sure—in the stream that flowed in at 8 every morning and out at 4 every afternoon.

I liked this kind of acceptance—not the heart-on-your-sleeve variety, but the more genuine matter-of-fact sort.

What more could I learn at the laundry? One more day or 1 more week wouldn't make much difference; attitudes already were pretty much crystalized. And I had proved many points to myself about acceptance and rejection of human beings.

Four o'clock came. Goodby, Rebecca and Lehola. Goodby, George. Goodby, Mr. Howard and Mr. Ross. Goodby, Slim. And goodby, Bernie, the willing retardate who didn't catch on fast but who certainly tried hard.

Folding thousands of wiping cloths, loading and unloading tons of work clothes, I had plenty of hours to think:

1. ***What's in a name?*** Plenty. At the plant, I constantly told people: "I don't learn so good." "I don't catch on very fast." "I'm pretty slow." These descriptive phrases everybody understood and most could accept. I'm not sure as many would have accepted the cold, barren abstraction of the phrase "mentally retarded."

2. ***Acceptance, bottom to top.*** I was accepted more quickly at the bottom than at the top. Those who worked with me—the semiskilled and low-skilled—more readily opened their hearts than did my bosses. Perhaps lower skilled people, often living on the wrong side of the tracks, see so much culturally caused retardation all around them that slow learners like myself are not strange to them.

3. ***Dreariness of repetition.*** Lehola, on the job 8 months, had the longest seniority in the folding department. And no wonder; repetitive work is monotonous and unchallenging. And it's endless.

The mentally retarded, properly trained, have a high tolerance for this kind of work. They're likely to stay, not quit. They can be an answer to the boss' prayer.

4. ***The willing worker.*** Willingness, I found, ranked high with the bosses. You can train the willing, even though retarded; you cannot train the foot-draggers.

The retarded can offer the asset of willingness.

5. ***The pressures of bossism.*** Pity the poor line supervisor; he's the one under constant pressure. He's the one who has to meet production schedules, whose greatest fear is falling behind. He's the one the front office points to should anything go wrong.

If he is to accept the retarded, he has to be assured that the retarded are willing, that they can work, that they are not going to slow his operations.

SO ENDED MY TOPSY-TURVY WEEK, a week that put me at the absolute bottom of a "pecking order." Every creature on earth has the need to look down upon somebody: the chickens in the barnyard, the monkeys in the zoo, man in his society. In the laundry, everyone had the opportunity to look down upon me: the school dropouts, the semiliterates, the alcoholics drying out for a couple of weeks.

I was stripped naked of all the trappings and symbols by which so many of us measure our neighbors. I was myself.

It was a humbling experience. It was refreshing to my spirit. I shall cherish its memories all my days.

A Look at LEGISLATION

Major personnel legislation enacted by the Second Session, 89th Congress:

BACK PAY

Public Law 89–380, approved March 30, 1966, provides for the payment of certain amounts and restoration of employment benefits to certain Government officers and employees who have been improperly deprived of such pay and benefits. The act simplifies and equalizes existing back pay authorities to provide a comprehensive, uniform authority for determining and computing back pay entitlement.

EMPLOYEES COMPENSATION

Public Law 89–488, approved July 4, 1966, amends the Federal Employees Compensation Act to improve its benefits, and for other purposes. Among other provisions, the act (1) removes the dollar ceiling and floor on monthly compensation ($525 and $180, respectively) and provides in lieu thereof a ceiling of 75 percent of the monthly pay of the top step of GS–15 and a floor of 75 percent of the beginning step of GS–2; (2) authorizes increases for present beneficiaries and authorizes continuation of benefits for educational purposes to unmarried children after age of 18 up to 23, or until they complete 4 years of education beyond high school, whichever occurs first; (3) increases from $125 to $300 per month the amount payable when full-time attendants are required; (4) extends to employees who are beneficiaries under other Federal retirement systems the same eligibility to receive compensation and medical services as is now applicable to recipients of benefits under the Civil Service Retirement Act; (5) provides reemployment rights to recipients who meet certain requirements; and (6) provides a 24-month lump sum payment in lieu of continued compensation to a widow or dependent widower upon remarriage. The act also provides for automatic cost-of-living increases whenever the Consumer Price Index has equaled at least 3 percent for 3 consecutive months.

HAZARD PAY

Public Law 89–512, approved July 19, 1966, amends the Classification Act of 1949 to authorize the establishment of hazardous duty pay in certain cases. The act authorizes the Civil Service Commission to establish a schedule of pay differentials for employees under the Classification Act who perform irregular or intermittent duties involving unusual physical hardship or hazard not involved in the usual duties or classification of their positions.

HEALTH BENEFITS

Public Law 89–504, approved July 18, 1966, Title VI, of the Federal Salary and Fringe Benefits Act of 1966, amends the Federal Employees Health Benefits Act of 1959 to extend the maximum age limit for health benefits coverage of an employee's eligible children from 21 to 22. The title also increases the Government's contribution toward the cost of employee health insurance by a maximum of 38 cents biweekly for a self-only enrollment and by 98 cents biweekly for a self and family enrollment. This increase was effective the first pay period after enactment.

HOURS OF WORK

Public Law 89–478, approved June 29, 1966, permits variation of the 40-hour workweek of Federal employees for educational purposes. The act provides discretionary authority for the head of any agency to establish special tours of duty so that an employee may attend school at his own expense in order to improve educational and professional qualifications for employment.

LIFE INSURANCE

Public Law 89–373, approved March 23, 1966, amends the Federal Employees' Group Life Insurance Act of 1954 and the Civil Service Retirement Act with regard to filing a designation of beneficiary. The purpose of the act is to eliminate any uncertainty as to the beneficiary, irrespective of the existence of conflicting designation in a will.

MOVING EXPENSES

Public Law 89–516, approved July 21, 1966, amends the Administrative Expenses Act of 1946, as amended, to provide for reimbursement of certain moving expenses of employees, and to authorize payment of expenses for storage of household goods and personal effects of employees assigned to isolated duty stations within the continental United States. The act covers four major types of employee moving expenses: (1) The statutory weight limit on household goods for which the Government would pay shipping expenses has been raised from 7,000 to 11,000 pounds; (2) the expenses of the immediate family while enroute to the new official station can now be paid by the Government, and in some circumstances a househunting trip and temporary quarters may be provided; (3) reimbursement for certain costs of real estate transactions may be provided by regulations established by the President; and (4) employees may receive a flat allowance to cover additional miscellaneous moving expenses.

PAY

Public Law 89–504, approved July 18, 1966, Federal Salary and Fringe Benefits Act of 1966, consists of seven titles.

Title I, Federal Employees Salary Act of 1966, provides a 2.9 percent increase in rates of the statutory salary schedules for the Classification Act, the Postal Field Service, the Foreign Service, and the Department of Medicine and Surgery of the Veterans Administration, effective the first pay period in July 1966. Similar increases are provided for employees of the Agricultural Stabilization and Conservation County Committees, assistant U.S. attorneys, and certain other employees whose compensation is fixed by administrative action. Appointment of new employees at a rate above the entrance rate of the grade in GS–11 and above is authorized upon approval of the Civil Service Commission.

Title II, Federal Judicial Salary Act of 1966, provides increases in rates of compensation for certain officers and employees in the judicial branch of the Government.

Title III, Federal Legislative Salary Act of 1966, provides increases in rates of compensation for certain officers and employees in the legislative branch of the Government.

Title IV, Miscellaneous provisions, among other things provides for the payment of overtime compensation to employees subject to the Federal Employees Pay Act of 1945, as amended, for work in excess of 8 hours in the day instead of only for work in excess of 40 hours in the week. This provision does not apply to professional, technical engineering, or scientific employees and employees at higher grade levels who work irregular tours of duty. The title also changes from the minimum rate of GS–9 to the minimum rate of GS–10 the highest rate upon which premium compensation for overtime is to be calculated, and changes from the maximum rate of GS–9 to the maximum rate of GS–10 the level above which an agency head can, at his rather than the employee's option, elect to grant compensatory time instead of paying the overtime premium rate. The title also makes a parallel change in the provisions governing calculation of the additional annual premium compensation for employees with long periods of standby duty and for employees with administratively uncontrollable duty. A similar change in the levels governing overtime and holiday premium pay and the granting of compensatory time is made for Postal Field Service employees, raising the level for mandatory overtime pay from PFS–7 to PFS–10.

Section 405 requires extra compensation at the rate of 25 percent for any regularly scheduled 8-hour period of work on Sunday which is not overtime work. The premium will be paid for the entire 8-hour period regardless of the number of hours actually worked on Sunday.

Title V, Civil Service Retirement Act Amendment of 1966—see summary of provisions under "Retirement" below.

Title VI, Federal Employees' Health Benefits—see summary of provisions under "Health Benefits" above.

Title VII, Miscellaneous.

RETIREMENT

Public Law 89–504, approved July 18, 1966, Title V, Civil Service Retirement Act Amendments of 1966, amends the Retirement Act as follows:

Section 502 eliminates the requirement that a child must have received more than one-half his support from a Federal employee parent in order to receive a survivor annuity. This will permit children of a working mother to receive survivor annuity after her death even though she contributed less than one-half their support.

Section 503 permits union officers on leave without pay from Federal positions to get full retirement credit after date of enactment upon their payment of both employee deductions and agency contributions to the retirement fund.

Sections 504 and *505,* relating to immediate retirement and annuity computation, amend the Retirement Act, effective from enactment, to (1) permit optional retirement on full annuity at age 55 with 30 years of service and at age 60 with 20 years of service, and (2) remove the reduction—1 percent a year for each year between the ages of 55 and 60—which now applies when an involuntarily separated employee does not meet the age requirements for full annuity at the time of separation.

Section 506 permits the widow of a Federal employee separated from service on or after date of enactment to continue receiving survivor annuity if she remarries after attaining age 60 or to resume receipt of annuity upon termination of a remarriage which occurred prior to age 60.

Section 507 provides an increase of 10 percent in the annuities of surviving widows and widowers based on Federal employee service which terminated before October 11, 1962.

Section 508 fixes effective dates of retirement amendments which are entirely prospective and, except for surviving children, apply only to cases involving prospective Federal service.

RETIREMENT

Public Law 89–407, approved April 25, 1966, amends the Civil Service Retirement Act to define "child" to include illegitimate children for lump-sum death benefits. The act also changes the student-child provision to permit continuance of survivor annuity over nonschool intervals of up to 5 months instead of the present 4-month interval.

—Mary V. Wenzel

Quotable

PEOPLE, PROGRAMS, AND THE PROMISE OF A GREAT SOCIETY

—from an address by ROBERT C. WEAVER, Secretary, Department of Housing and Urban Development, before the National Civil Service League, April 29, 1966, Washington.

♦ I MUST OBSERVE THAT the needs are great in the Department of Housing and Urban Development. This first Federal department since 1953—and the eleventh executive department—already has some growing pains. With the expansion of responsibilities has come a commensurate expansion of needs for special skills and abilities . . . .

Few, if any, Federal departments or agencies have ever come into being with such a welter of problems—or such a wide range of potential successes. At the time President Johnson signed the bill creating the Department last September, the Congress had only very recently passed the Housing and Urban Development Act of 1965, which the President called "the single most important breakthrough in the last 40 years."

This act constituted the most comprehensive piece of legislation for community development in the Nation's history. It embraced programs to meet both the problems of metropolitan growth and central city decay, such as: grants for basic sewer and water projects, neighborhood facilities, advanced land acquisition, urban beautification, mortgage insurance for land development, and the rent supplement program.

These badly needed new programs were just getting underway—with the singular exception of rent supplements, of course—by the end of last year. And then, shortly after the President had appointed Under Secretary Wood and me, he presented to the Congress the Demonstration Cities Act and the Urban Development Act.

The Demonstration Cities Act, in its breadth and scope, comprises the most comprehensive approach to city rebuilding in the Nation's history. And the Urban Development Act offers the best hope yet devised to bring social and economic order out of the chaos of urban sprawl.

All of this legislation, starting with the Housing and Urban Development Act of 1965, constitutes a striking new direction in the Federal role and a significant extension of the public responsibility. We have come to realize that quality is more than better housing, or even more than a higher standard of architectural design throughout Federal programs. It also means quality in the most democratic sense—the expansion of opportunities for those who have been for too long blocked from the chance to share in our affluent society. It means restoring blighted lives, as well as blighted structures, and it means offering the fullest possible measure of hope, especially to those young people who, while bearing the burden of the slums today, will have to bear the burden of this Nation's promise tomorrow.

And so there has come an extension of our democratic purpose, and a more sensitive aspect to the nature of the public responsibility . . . .

There is some advantage, of course, in having a new structure while programs are still freshly formed and malleable to changing demands. A basic objective of the Department is to make all our programs more effective . . . .

We are resolved that traditional agencies must be integrated to meet total objectives.

We are also resolved that greater decision-making authority must be closer to problems and people. For this reason, decision-making authority for those HUD programs which are established will be in the regional offices. This is a key departure in Federal programing, but it is essential if we are to make our programs more effective at the community level, which is, after all, where it counts.

These actions, we feel, are consistent with principles of sound public administration and responsive to the needs of urban America.

We have in mind other proposals to reach our particular constituency in urban centers. In recent years there has been a great expansion of Federal, State, and local programs dealing with urban problems. These programs can be used to advantage only if State and local governments, organizations, and individuals have ready access to that information regarding them.

To meet this need, we are proposing under new legislation a program of matching grants to cities under which they can establish effective urban information centers.

Another technique we are considering would be the creation of what we now refer to as metropolitan desks. These desks would be manned by highly trained generalists who would be familiar with the overall housing and urban development situations in specific cities or metropolitan areas.

They would initially provide coordinated administration of HUD programs in their areas. In order to be fully effective, they would work not only with the municipalities, but the State agencies, and with special-purpose local public agencies and other metropolitan instruments of government.

We are concerned not only with proper management and coordination of programs and functions within our own Department, but increasingly with interrelationships with other Federal agencies, with State and local institutions, and with private individuals and groups.

Under the Assistant Secretary of Demonstrations and Intergovernmental Relations, there will be grouped a

series of key functions concerned with how HUD relates to other Federal departments and agencies. The President has said: "The new Department will provide a focal point for thought and innovation and imagination about the problems of our cities. It will cooperate with other Federal agencies, including those responsible for programs providing essential education, health, employment, and social services. And it will work to strengthen the constructive relationships between Nation, State, and city—*the creative federalism*—which is essential to progress."

In tackling all of these new administrative chores connected with organization, we are making the fullest use of special task forces and consultants. These groups make recommendations, provide advice and guidance, and, to the extent possible, assist in carrying out the actions required to implement the new organization pattern . . . .

I have attempted so far to establish the programmatic and organizational context for the Department. Now let's talk for a few moments about the important part—the people.

IF IT IS TO EXECUTE the considerable tasks set for it by the President and the Congress, HUD will need a sizable number of imaginative and experienced people with a wide variety of skills—planners, economists, sociologists, social psychologists, public affairs experts, transportation engineers, urban relocation specialists, and community relations people. And we must compete for these with every urban community in the country, as well as with State governments, business, and research organizations and academic institutions.

The recruiting problem is most serious at the middle and upper professional levels because the competition for social scientists is becoming as intense as that for natural and physical scientists . . . . The people we need are in short supply and great demand.

Therefore, we are faced with the problem of attracting the services of people of high quality and experience in a time of full employment and a booming economy. *Fortune* this month says that, "U.S. Business is very much concerned about labor shortages." "Well, so, frankly, am I.

We are all aware that at the heart of the problem is the fact that, in many cases, compensation in the civil service at all levels of government is simply not competitive with that of industry. The President has spoken of this many times, particularly in urging the passage of civilian pay raise bills: "Good men are not an expense in managing an operation so vast and as modern as Government. Good men are the best investment that we can make."

. . . We must realize that there is a place in the Federal service for more short-term personnel. Over the next decades the whole labor market will be disrupted by advances in automation, cybernation, and the use of more rationalized methods of management. These disruptions will be felt not only by the unskilled, but up to the executive levels as well. The trends over these decades will be toward continuing education, training, and retraining for new roles as old ones change or become obsolete. We are becoming a much more mobile Nation, not only geographically, but occupationally, and we should take advantage of this . . . . We should devise ways to make better utilization of people like civil engineers, who move from job to job as a way of life, or academics, who might have a summer or a semester or a sabbatical which they would be willing to devote to the government service if recruiting were speedier and procedures less burdensome.

There is a great need right now to make fuller use of the so-called in-and-outers. These are the men who move into key government positions for a few years, then are out for a while—often with a change of Administrations—but eventually find their way back again. Historian Richard Neustadt recently wrote of them: "in-and-outers are a political resource to nurture. Their care and feeding should concern our schools of public service not less but more than that of civil servants who remain in career ranks."

. . . The new direction in government policy toward dealing with problems in a broad context makes it imperative not only that there be mobility among Federal agencies and departments, but that **this mobility extend to cooperation and exchange of personnel among local, State, and Federal bodies.** There is already a hopeful trend in this direction, and we should do what we can to facilitate it by equalizing pension and salary benefits. I don't mean simply that it should be made easier for Federal agencies to steal good people away from State or local positions, but that a constant exchange of skills would enlarge the understanding of problems at every level. After all, we creative federalists are urging stronger partnership between government and the people, between public and private enterprise. If this is to be effective we must start by strengthening government at every level. . . .

If we are to rebuild this Nation in the next 40 years, with as much housing and related community facilities as has been needed in our whole history, and if we are going to do this in a manner which results in communities of hope and graciousness and dignity, then we face staggering needs in terms of talent and skills. . . .

Let us pledge to work together to reshape our institutions creatively, so that those who follow will be able to say that we of this generation took the first strong steps toward a truly Great urban Society. ♦

LEGAL DECISIONS

REMOVAL—SPECIFICITY OF CHARGES

Bennett v. *United States,* Court of Claims, February 18, 1966. Plaintiff was removed during her probationary period for an alleged false statement as to her membership in a communist organization. The applicable regulation required that "specific and detailed reasons" for the proposed action be given. The principal question involved was whether the notice conformed to the requirements of the regulation. The Court held, 4 to 1, that it did. The intriguing part of the case is the dissenting opinion.

"We should have no difficulty," said the dissenting judge, "in reading the general phrases of the Navy and the Civil Service Commission regulations as calling for more precision in this class of case than perhaps in others. By its very nature the term 'specific and detailed reasons' is elastic, its scope dependent on the needs of the individual case or category of charge." He thought that in a "security-colored indictment of this kind she would have to have more than the cryptic few lines handed to her." This case is mentioned because today's dissents are sometimes tomorrow's law.

RESIGNATION

Turkin v. *McKee, et al.,* District Court, New York (E. D.), May 27, 1966. By way of contrast, this case indicates that agencies have nothing to fear from the Courts when the case is handled right. Plaintiff claimed that his resignation was involuntary. On appeal to the Commission he was given a thorough hearing. The Court reviewed the record, point by point, finding sufficient evidence to support each finding on which the decision against the plaintiff was based. Of significance is this statement in the opinion:

"In such a situation, the conclusion of the trier is to be accorded great weight. The job of hearing the evidence and drawing a conclusion was the Commission's, and review of its work in the District Court involves not an independent determination by it from the cold record but, rather, a scrutiny of that record to see whether it is so lacking in support as to make the Commission's action unacceptably arbitrary."

LIBEL AND SLANDER

Camero v. *Kostos,* District Court, New Jersey, April 25, 1966. Plaintiff was removed and filed suit in the Court of Claims. That Court set the case down for hearing before a commissioner to determine whether, as alleged, the attorney who had represented the agency before the grievance board had participated in the decision of the depot commander (see *Journal,* Vol. 6, No. 1). This is still pending in the Court of Claims.

In this case plaintiff is suing the attorney in question for damages for libel, alleging that he maliciously and falsely misrepresented the evidence in a memorandum that he allegedly wrote to the depot commander. The Court found that the tortious acts complained of concerned official legal memoranda and correspondence written by the defendant in his official capacity as an employee of an agency of the Federal Government. The Court concluded that as a matter of law the defendant was entitled to an absolute privilege of immunity from the suit and dismissed the case. The legal principle involved in the case is not novel. It is cited here as an interesting offshoot of an interesting Court of Claims case.

MISCELLANEOUS

In other cases, Courts:

- Upheld a veteran's removal for unauthorized use of a Government automobile. *Murphy* v. *Kelley, et al.,* District Court, Massachusetts, April 29, 1966.

- Found a lack of substantial evidence to support three charges of political activity against the plaintiff and remanded the case to the Commission to decide whether the remaining two charges were sufficient, standing alone, to warrant a conclusion that plaintiff had violated the Hatch Act. *Gray* v. *Macy,* Court of Appeals, 9th Circuit, March 21, 1966.

- Held that plaintiff was not entitled to a hearing in connection with an application for her retirement on disability filed by her agency. *Chafin* v. *Pratt,* Court of Appeals, 5th Circuit, March 16, 1966.

- Awarded plaintiff pay for the annual and sick leave she was forced to use between the date of her agency's application for her retirement on disability and the date of her restoration to duty when the Commission denied the application. *Abbett* v. *United States,* District Court, Northern District of Alabama, Western Division, May 25, 1966.

- Gave plaintiffs (Panamanian natives) overtime pay for time worked over 40 hours a week, overturning administrative decisions that the statute in question did not apply to alien employees paid at the local rate. This part of the case is of local interest only. What is significant is the principle enunciated that "it is the duty of the Court to correct an archaic interpretation of a statute and place on it an equitable meaning that is in keeping with social changes and current employment practices." *Garcia* v. *Panama Canal Co.,* District Court, Canal Zone, May 4, 1966.

—John J. McCarthy

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Worth Noting (*Continued*)

FEDERAL SERVICE ENTRANCE EXAMINATION, which has attracted 1.8 million college-level competitors since its inception 12 years ago, opens in September for the 1966–67 school year. First written test is scheduled for October 15, to be followed on a once-a-month schedule (except for December) through June 1967. The FSEE has a new feature this year. College seniors and graduates who have completed all work for a bachelor's degree within the past 2 years, with either a grade point average of 3.5 or "top 10 percent of class" standing, may establish eligibility for grade GS–5 without taking the written test. However, candidates for Management Internships must first take and pass the written test.

UNLIMITED OPEN SEASON for the Federal Employees Health Benefits program has been scheduled for November 14–30. During this time, eligible unenrolled employees may enroll in a plan and enrolled employees and annuitants may change plans, options, or type of enrollment. Employees and annuitants will receive pertinent information before the open season begins. Increased premium rates for nearly all participating plans will go into effect January 1, 1967, brought about by improved benefits and higher costs of hospitalization and medical care. Improved benefits for mental health care will be offered by 27 of the participating plans.

MANY TEMPORARY JOBS in Federal agencies for the summer of 1967 will be filled through a nationwide competitive Office and Science Assistant examination, CSC anounced in late September. The examination includes a written test for jobs at grades GS–1 through GS–4. Tests will be given on three different dates at more than 1,000 towns and cities. Candidates for the November 26 ,1966, test must file applications by October 21, 1966; those wishing to compete on January 7, 1967, must file by December 9, 1966; and candidates for the February 4, 1967, test must file by January 9, 1967. All interested citizens will be given equal opportunity to compete. The Office and Science Assistant examination does not cover employment under the President's Youth Opportunity Campaign for disadvantaged youths, so-called blue-collar jobs, specialized positions above GS–4, and certain other positions in Interior and Agriculture. Temporary summer jobs in post offices will be filled by a separate nationwide examination to be announced in January 1967.

TRAVEL EXPENSES for employee organization leaders may now be paid by the Government under conditions recommended by the Civil Service Commission and approved by the Comptroller General. The essential requirement is that expenses may be paid for attendance at meetings primarily in the interest of the United States, and so certified by the interested agency.

Legitimate occasions for travel payment could cover joint employee-management cooperation activities, such as joint efforts concerned with but not limited to accident prevention, reduction of absenteeism, improvement of communications, insuring equal employment opportunity, and maintaining employee productivity and morale. Prior decisions of the Comptroller General were modified in decision B–156287, July 12, 1966. (See FPM Letter 711–5, August 1, 1966.)

—Bacil B. Warren

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